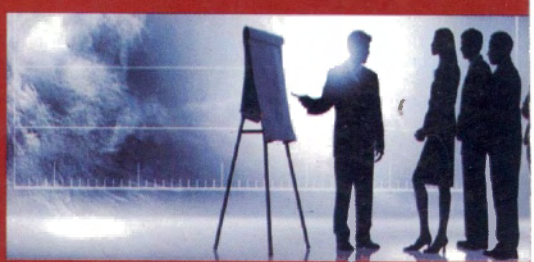
Public Administration

with special reference to Pakistan

A useful book for M.A. (Pol. Sc.), B.S. (Pol. Sc.) and others competitive exams.

Dr. Sultan Khan



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Public Administration
with special reference to Pakistan
Dr. Sultan Khan

PUBLIC ADMINISTRATION

With Special Reference
to
PAKISTAN

Upto dated according to new syllabus of Federal Public Service Commission

Dr. Sultan Khan

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PREFACE TO FIRST EDITION

This book has been written to cater the academic requirements of post-graduate students and candidates of Central Superior Service (C.S.S) and Provincial Civil Services (P.C.S) Examination and to give them not merely a preliminary understanding of the subject but enable them to cultivate profound interest in the subject of Public Administration in general and provides conceptions on theory of Public Administration & Government Administration in Pakistan in particular.

I felt great difficulty, while teaching the subject at post-graduate level as there is available no-proper material on the literature of administrative structure of Pakistan. I was also deeply impressed by the difficulty, which students on public administration had to face during their study. Thus, I tried to meet the requirements of the students of public administration through the present book; which is an attempt to the theory of public administration with the study of administrative institutions and procedure of Pakistan.

Public administration is not just a cold storage of dry facts but it is a living entity, continuous ongoing process of action and interaction of individuals and environment in which we live. It not only ensures the smooth running of daily life of human-being and the community, but also is an essential instrument of social change, economic progress and people-welfare. I have given extensive examples from the Pakistan's situation in every chapter of this book to create interest for students and to enhance their understanding and knowledge in respect of the administration of Pakistan.

No human-being can claim full command over any type of knowledge, so I also suffer from this weakness, the lack of comprehensive knowledge and ill-interpretation of terminology in Public Administration. Therefore, I would like to welcome the suggestions from every quarter especially from students and colleagues for improving the book in the subsequent editions.

Dr. Sultan Khan
Lahore, 1994

PREFACE TO SECOND EDITION

The first edition of this book received tremendous welcome by the students generally and by the competitioner of CSS examination particularly. The first edition suffers some spelling and printing mistakes, which is to some extent cause of imbalance for me.

In the present edition I revised and enlarged the material, wherever I felt necessary, in order to meet the students' needs and requirements. I also tried to remove the spelling and printing mistakes, by asserting myself in person on computer.

I hope that it will prove an asset for the students.

Dr. Sultan Khan
Lahore, 1996

PREFACE TO FOURTH EDITION

Every year the candidates of CSS examination used to come to me; for consultation and guidance for the paper of Public Administration. They complained for the shortage of material on some topics. In the present edition I tried to redress their grievances by revising and enlarging. I added a chapter on coordination in the edition and amended the material where I felt necessary.

I shall welcome the further suggestions for the improvement of the book.

Dr. Sultan Khan
Lahore, 2000

PREFACE TO FIFTH EDITION

After the inauguration of Devolution of Power Plan on August 14th 2001, the structure of the District Government has been totally changed and I felt the need for certain modifications in the edition.

The book has been revised and enlarged by making required changes in the edition. I shall again welcome the suggestions for the improvement of the book.

Dr. Sultan Khan
Lahore, 2002

PREFACE TO LAST EDITION

In the present edition, I have added new chapter namely Public Administration and Development; which is in accordance with the new syllabus of Federal Public Service Commission. I think now the book will meet the need of the students.

By the publication this edition, the book will prove its worth and will assume the status of a "text book" on Public Administration with Special reference to Pakistan. (Inshallah)

Dr. Sultan Khan
Lahore, 2017

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Chapter 1
PUBLIC ADMINISTRATION: ITS NATURE & SCOPE

- *Origin & growth*
- *Meaning*
- *Definition*
- *Scope*
- *Public & Private Administration*
- *Science or Art*
- *Its role in modern democratic state*
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Public Administration: Its Nature & Scope

1. ORIGIN & GROWTH

Public Administration, as a study is an invention of twentieth century; while as a practice it is as old as a man himself. A cave-dweller performed some administrative functions though in very primitive way. The head of family was an administrator in his realm. The tribal chiefs and leaders performed many functions of administration with the introduction of primitive state. The administrative machinery began to work; which attracted the attention of scholars and administrators since the earliest period of history. The maxims of Confucius contained many profound observations about the working of government. ***Aristotle's*** "Politics" and ***Machiavelli's*** "The Prince" are important contributions to administrative thought and practice.

In practice many activities like maintaining of law and order, collection of taxes and administering of huge empire were being performed throughout the history. Yet its academic status to the discipline did not come until World War I, when professional chairs in public administration were established and text books were published. The distinction between public and private began to realize in Europe. When, the administration of absolute monarch's public affairs and management of his household began to maintain separately. The contemporary discipline arose out of the bureaucratization of the nation state. When the church was separated from the state and government was super imposed on all other social institution with a definite territory![1]

Public administration was first taught as a part of the training course of public officials on probation in Persia. It was largely taught in descriptive manner by professors of cameral science and was made compulsory for governance of an absolute state. The cameralist approach continued to influence Europe well into twentieth century, until it was replaced by legalist and administrative law approach. The new entrant in civil service had to study administrative law and gradually the training institutes began offering courses on administrative law all over the Europe.

In English speaking countries, no emphasis was made on public administration, it was only considered as an experimental art rather than a subject to be taught theocratically. But, with the expansion of governmental functions, the need of public administration was felt and its study began in United States, which led to its acceptance as a full- fledged discipline.

With expanding governmental function, public administration as an activity became highly complex and specialized. There was need for better management of public affairs through scientific investigation and specialized training. An essay by Woodrow Wilson paved the way for public administration in United States. But some other factors also contributed towards the growth of study of public administration in the present century: which are. the development of modern sciences and technology; the scientific management movement founded by ***F.W. Taylor***; the gradual evolution of the concept of welfare state and the movement for governmental reform. The intellectual efforts were systematically made for the steady development and growth of an autonomous and specialized field of knowledge based on structure and functioning of public administration.

The evolution of public administration as an academic discipline falls into a number of critical stages:-

The first stage begins with the publication of Woodrow Wilson's "the Study of Administration" in 1887, which can be called the era of politics-administration dichotomy. Goodnow, in his book named "Politics and Administration" (1900), endorsed the Wilson's theory. `According to him, "Politics has to do with policies or expression of the state will and administration has to do with the execution of these policies."[2]

During the era. the impact of reform movement in the United States government permeated American universities thus popularizing the study of public administration. The Taft Commission Report and Accounting Act of 1921, created the Bureau of Budget and institutionalized public administration. The interaction between the government and universities increased and in 1914 the American Political Science Association declared that one of the objectives of teaching political science was to prepare specialists for governmental positions. Thus the study of public administration gained recognition in American universities. In 1926 ***Dr. L.D.*** White wrote "Introduction to the Study of Public Administration", which was first text book on the subject. This book while advocating a politics- administration dichotomy stressed the human side of administration.

The second stage of evolution is marked by the tendency to reinforce the idea of politics-administration dichotomy and to evolve a value free `science of management'. The central theme of this period was that there are certain `principles of administration, which was the task of scholars to discover and advocate. ***W.F. Willoughby's*** "Principles of Public Administration" (1927), Mooney and Reliey's "Principles of `Organization", ***Mary Parker Follett's*** "Creative Experience", ***Fayol's*** "Industrial and General Management", and papers on science of public administration by ***Gulick*** and ***Urwick*** were the works which published for achieving the theme. In this period it was emphasized a purely scientific approach to the study of public administration, along with the politics-administration dichotomy. With the help of scientific management methods the leaders of public administration tried to discover certain principles of public

administration, which could be of universal applicability. ***Luther Gulick*** coined the word POSDCORB, to promote some principles of administration; which stand for planning, organizing, staffing, directing, coordinating, reporting and budgeting. F W. Taylor also professed for Scientific Management.

The third stage began with the reaction against the mechanical and scientific approach. The most remarkable contribution was the Hawthorne experiment which was carried by ***Elton Mayo*** at the plant of Western Electric Company in late 1920; which focussed upon work groups and demonstrated the powerful influence of social and psychological factors on the worker's out put. The approach emphasized on informal organization in the formal set up. In 1953 Chester Barnard published the "Functions of Executive" and "Organization and Management", a decade later in which he stressed the psychological and behavioral factors in organizational analysis. In 1954 Peter Drucker wrote the "Practice of Management" in which he emphasized long range planning and human relations in industry and government.

The fourth stage started by two significant publications in the forties-- "Administrative Behavior" by ***Simon*** and "The Science of Public Administration: three problems" by Robert Dahl. Simon rejected the classical principle of the public administration and the politics -administration dichotomy and widened the scope of subject by relating it to psychology, sociology, economics and political science. His work was the first book in behavioral field in which he argued that all of 'administration' revolves around rationality and decision making.

Robert Dahl identified three problems in the evolution of public administration.3

i The impossibility of excluding normative consideration from the problem of public administration. Values inevitably permeate administration, while science is value free.

ii The second problem arose from the inescapable fact that the study of 'administration must include a 'study of human behavior', which is open to all possible variables and uncertainties making it impossible to subject it to the rigours of scientific enquiry.

iii The tendency to enunciate universal principles based on a few examples drawn from limited national and historical settings.

The fifth stage is concerned with the nature of post-war developments and transformations taking place in both the theory and practice of public administration. The old approaches have not been totally abandoned but modified considerably in the light of new development. All the approaches interacted and a comparative study approach developed. Separate study of public and private business administration tended to emerge into single science of organization, whose theories and concepts were to be equally applicable to both private and public administration.

During the period a major work for administrative vocabulary was pioneered by ***F.W.Riggs*** under the title of "The Ecology of Public Administration" in 1961; in which he described different societal and administrative cultures and systems. To computerize the decision-making and problem-solving processes, a book namely "The New Science of Management" by Simon was written; in which he tried to assess some of the effects of new science. According to him machines will be able to replace human labour in various spheres of work in the years to come.

The final stage of evolution of public administration is the era of New Public Administration: The major landmarks in the growth and emergence of New Public Administration are:

i) The Honey Report on Higher Education for public service 1967 in U.S.A; which identified four problems confronting the discipline, which needed immediate action.

ii) The Philadelphia Conference on theory and practice of public administration was held in 1967 in United States; in which the theory and practice of public administration, scope, objectives and methods of administration were discussed in detail. Public administration was defined as governmental administration in the interest of public.

iii) The Minnowbrook Conference was held in 1968 in United States; in which there were laid down two factors. ***First*** the 1960s was a turbulent period besieged by numerous societal problems, but public administration showed no signs of being aware of them, much less being serious to solve them. ***Secondly,*** there was a need to hear young scholars and practitioner of the discipline as public administration was facing a kind of generation gap. This conference gave rise to what has come to be known as `New Public Administration; Frank Marini and Dwight Waldo were the representatives of this school of thought. ***Frank Marini*** edited a publication of "Toward a New Public Administration: The Minnowbrook perspective". in 1971; while Dwight Waldo also edited a publication of "Public Administration in a time of Turbulence", in 1971.

The literature on new public administration lays emphasis on four major themes: relevance, values, equity, and change. The brief explanation is given below:-

1) Relevance:-

Public administration should be relevant to contemporary problems and issues. Thus, there should be radical syllabi change to facilitate meaningful studies oriented towards the realities of modern day public life.

2) Values:-

The champions of new movement advocate openness about the values being served through administrative action. Values are requirements of Public adminisration.

3) Equity:-

The purpose of new public administration is reduction of economic and social disparities and enhancement of life opportunities for all individuals and social groups on equity bases.

4) Change:-

To serve the cause of social equity, there is need of social change, which can be brought by public administration. Therefore, the statusquo must be reverted.

The new movement was criticized as anti-theoretic, anti-positivist, and anti-bureaucratic. However its positive aspect is to bring public administration closer to political science, to integrate it with political theory and to create direct relevance with third world, where public administration need qualitative transformation.

The new administrator should be less `generic' and more `public', less descriptive, and more, prescriptive, less `institution-oriented' and more client-impact oriented', less `neutral' and more `normative', the movement stated.

2. MEANING

The word administration has been derived from the Latin words `ad' and `ministiare', which means to serve. From its meaning ***E.N.Gladden*** chose to define administration as "to care for or to look after people, to manage affairs."[4] ***Pfiffner*** has defined administration "as the organization and direction of human and material resources to achieve the desired ends."[5] ***Fritz Morstein Marx*** suggests that "Administration is the determined action taken in pursuit of a conscious purpose. It is a systematic ordering of affairs and calculated use of resources aimed at making those things happen, which we want to happen."[6] ***Prof. L.D. White*** is of the opinion that "Administration is a process common to all groups effort, public or private, civil or military, large scale or small scale. It is process at work in a departmental store, a bank, a university or high school, a railroad, a hotel or a city government."[7] Recently, the advocates of the New Public Administration attached great importance to administration and its objectives. According to ***H.G.Frederickson***, who simply puts, "New Public Administration seeks to change those policies and structure that systematically inhibit social equality."[8]

Administration is, thus concerned with the service of the people. It consists of doing the work or getting the work done by others. The problem of administration arises, whenever and where ever men live together. Man is a social animal and his activities are to be properly organized. Without a proper organization of the activities it would become difficult for men to live together. Administration is therefore a necessary activity of every human grouping. It involves national organization and management of men and material.

Administration may be public or private. When it refers to the activities of house hold, club, corporation or company it is called private administration; but when it refers to the activity of state performed by the central, provincial or local government it is called public administration.

3. DEFINITION

Public Administration is any kind of administration in the public interest or it has simply come to mean governmental administration in service of the public.

The definitions given by important thinkers reveal the emphasis they lay on different aspects of public administration. There are some, who equate the sphere of activity of public administration with the implementation of law and public policy. Among them was ***L.D. White***, who observes, "Public Administration consists of all those operations having for their purpose, the fulfillment or enforcement of public policy."[9] Similarly ***Woodrow Wilson*** says, "Public Administration is a detailed and systematic application of law." In the words of ***Harold F. Gortner***, "Public Administration involves the coordination of all organized activity, having as its purpose; The implementation of public policy," ***Larry B. Hill*** and ***F. Ted Herbert*** are of the opinion that "Public Administrations is the authoritative implementation of those public choices that have been legitimated through political processes. According to ***Marshall E. Dimock***, "Public administration is the fulfillment or enforcement of public policy as declared by the competent authorities. It deals with the problems and powers, the organization and techniques of management involved in carrying out the laws and policies formulated by the policy making agencies of government. Public administration is law in action. It is executive side of government".[10]

There is another group of theorists, who believe that public administration is process of carrying out the orders and directives of the executive. Important among them are ***Luther Gulick, Herbert Simon. E.N. Gladden*** and ***Dwight Waldo***. In the words of ***Luther Gulick***, "Public administra-tion is the part of science of administration which has to do with government and thus concerned itself with the executive branch where the work of government is done." According to ***Prof. Herbert Simon***; "Public administration is concerned with the activities of the executive branches of national state and local governments." ***E. N. Gladden*** is of the view that "Public administration is concerned with administrative activities of the government." ***Dwight Waldo*** also defines Public administration as "The art and science of management as applied to the affairs of the state". By defining public administration in such a way, we can restrict it to the organization and operation of executive branch only; which is a very limited view of public administration.

Yet there is another group of thinkers, who take the wider view of public administration, so as to include the activities of all three branches of the government. ***Prof. Willoughby*** is leading representative of this group. He says that the administrative

function is the function of actually administering the law as declared by the legislative and interpreted by the judicial branch of government.[11] ***Goerge G. Gorden*** is of the opinion that public administration may be defined as "all processes, organizations and individuals associated with carrying out laws and other rules adopted or issued by legislatures, executives and courts."

Thinkers like ***Prof. Pfiffner*** lay more emphasis on the coordinating role of administration. In his opinion administration consists of "getting the work of government done by coordinating the efforts of the people so that they can work together to accomplish their set tasks".[12] ***F.A. Nigro's*** definition is a more comprehensive one, which also includes besides the above mentioned aspects, the relationship between the public administration and the political and social systems as well. He has defined public administration in the following words: "Public administration is cooperative group effort in a public setting; covers all three branches executive, legislature and judaical and their relationships. It has an important role in the formulation of public policy and is thus part of the political process. It is more important than and also different in significant ways from private administration."[13]

To summarize, these definitions we identify public administration with:

1. The formulation and implementation of public policies;
2. The carrying out the orders and directions of the executive branch of government;
3. The implementation of all the laws and rules as adopted or issued or interpreted by executive, legislature and courts;

Thus, public administration is a cooperative group effort in a public setting, covering all three branches and their relationship, playing an important role in policy formulation, providing service to the community and differentiating itself from private administration. It is government in action for public interest.

4. SCOPE

The diversity of views in defining public administration confronts also in defining the scope of public administration. The differences of opinion center round the crucial points whether public administration is only the managerial part of the government work or the entire complex of activities of only the executive branch of government or of all the branches, and finally whether administration is mere execution or application of policy or is a factor in the formulation of policy also. There are two views regarding the scope of public administration: The managerial view and the subject matter- view.

Managerial View:

According to the view the public administration is made up of managerial tasks. It consists on the functions, which are performed by an administrator or manager.

According to Henri Fayol; "the public administration is comprised of planning, organization, command, coordination and control." There are not only the logical categories of administration but also the actual steps which successively occur in the administrative process. L. Urwick also supports the Fayol's view.

Another writer ***P. Maqueen*** describes the scope of public administration in very simple method. According to him public administration consists on "Three Ms". simply the study deals with 'Men, Material and Methods.

Prof. Willoughby also contributed in this regard and considers Fayol's and his follower's views are too abstract to understand. He divides his well-known works the "Principles of Public Administration" in to five sections i.e. (a) general or overall administration. (b) organization (c) personnel administration (d) material and supply and (e) finance.

Luther Gulick, an American writer crystalized the American system and coined the word "POSDCORB" to explain the scope of public administration. All the seven words indicate the seven managerial activities constituting public administration

P stands for planning; which means the working out of the broad outlines in advance; which are to be done and methods to be adopted to accomplish the task in hand.

O stands for organization, which means the building up the structure of authority, through which the task is to be accomplished and arranged into well defined sub-divisions.

S stands for staffing; which means appointing of suitable personnel for running the administration and improving their service condition and boosting their moral for the efficiency and best performance.

D stands for directing; which means issuing of orders and directions by the chief executive to his lower hierarchy for their guidance.

Co stands for coordination; which means a proper inter-relation of various parts of work in such a way as chances of overlapping, conflict and wastage are avoided.

R stands for reporting; which means the keeping of superiors and subordinates well-informed about what is going on in a particular organization. The correct informations could be collected through inspection, research, collection of data etc.

B stands for budgeting; which stands for the whole of financial administration and financial activities of an organization.

The POSDCORB activities are the techniques, which are common to all organizations. Planning, organizing, staffing and budgeting are equally essential, and no organization can exist without any one of these activities. Thus these are the common

problems of management, which are found in the different agencies regardless of the particular nature of the work they do. The American studies of administration have for a longtime, been dominated by this view.

2. Subject matter view:

The managerial view of scope of public administration began to be challenged and criticized by many writers. They said that the POSDCORB activities cover neither the whole administration, nor even the most important part of it. These activities constituted the house-keeping activities or the tools of administration only; but there are many other activities such as law and order, defence, social security, education, public health and justice, which are performed by the public administration. Thus, the public administration does not only comprised of the `POSDCORB' activities but the subject matters are also included in it.

The managerial view of scope of public administration overlooks the facts that different agencies are faced with different administrative problems, which are peculiar to the nature of the services they render and the functions they perform. It is concerned with the common techniques of administration and ignores the study of subject matter.

Thus ***Gulick's*** approach is technique oriented rather than subject oriented. ***Lewis Merian*** says, "Public administration is an instrument with two blades like a pair of scissors. One blade is knowledge of the fields covered by POSDCORB, the other blade is the knowledge of subject matter in which these techniques are applied. Both blades must be good to make an effective tool."

Prof Pfiffner has divided the scope of public administration into two heads: a) Principles b) Sphere.

The principles of public administration includes i) organization, ii) management personnel, iii) method and procedure, iv) material and supply, v) public finance and vi) administrative accountability.

The sphere of the public administration includes the central government, state governments, regional and local governments and also public corporations.

Thus, according to ***Prof. Pfiffner,*** the "public administration includes the total government activity, encompassing exercise of endless variety and techniques of organization and management, whereby order and social purpose are given to the effort of vast numbers.[14]

Walker has given a comprehensive account of the scope of public administration, dividing it into two parts i.e. administrative theory and applied administration.

a) ***Administrative theory*** includes the study of structure, organization, functions and methods of all types of public authority engaged in carrying out administration at all levels i.e. national, regional and local. Further it is study of all problems

connected with parliament, cabinet and judiciary and their control over administrative machinery, administrative tribunals, planning, programming and execution of public actions, recruitment of personnel and problems connected therewith, research, information, public relations etc.

b) ***Applied administration: Walker*** has made an attempt to classify the main forms of applied administration on the basis of principal functions i.e. political, legislative, financial, defensive, educational, social, economic, foreign, imperial and local.

i) ***Political*** mean the study of executive- legislature relationship, politico-administrative activities of cabinet and cabinet officials- relationships etc.

ii) ***Legislative*** includes the delegated legislation, drafting of bills and enactment of bills etc.

iii) ***Financial*** includes the preparation of budget and enactment of budget and financial bills.

iv) ***Defensive*** includes the study of military administration and operations.

v) ***Educational*** covers all the aspects of educational administration.

vi) ***Social*** includes housing, fooding, social security and employment etc.

vii) ***Economic*** covers all the activities in the economics field.

viii) ***Foreign*** includes the international co-operation, peace prosperity and international agencies.

ix) ***Imperial*** includes problems and techniques of imperial domination over other nations.

x) ***Local*** covers the administration of local bodies and local self-government.

Simply, the applied administration includes the study of administration in the various countries of the world, of various departments or services in progressive states of organization of various level i.e. local, national and international, of the historical development of methods and techniques and the problems related with international organizations.

Public administration is not only a means to the attainment of the objects of a state, but it is attainment of good life. It maintains peace and order, the progressive achievement of justice, protection against disease and insecurity, the adjustment and compromise of conflicting groups and interest--in short, the attainment of good life.15

The scope of public administration varies with the people expectations from their respective governments. A century ago, they expected from their government the security and protection, but now the people expect from their government a better life. By the

declaration of state as a welfare state, the functions of governments expanded. The expansion of government functions inevitably means more administrative agencies, more officials and employees. The administration grows and becomes complex. Thus it is obvious its scope is wide and varies with the people's conception of good life.

5. PUBLIC & PRIVATE ADMINISTRATION:

Administration is concerned with service of the people. It may be public or private. If it refers to the activities of the state performed by the central, provincial or local government, it is called public administration and when it refers to the club, corporation or company it is called private administration. While talking about public and private administration, there a question arises whether there is any relations between the both or not.

There are two different views on the question of relationship. One point of view, which is upheld by ***Urwick, Mary Parker Follet***, and ***Henri Fayol,*** that all administration is one, whether it is found in public organization or in private one. In his address to the Second International Congress of Administration Science, ***Fayol*** remarked "We are no longer confronted with several administrative sciences, but with one, which can be applied equally well to public and private affairs. In fact, there is much in common between public and private administration. The difference between the two is of degree and not of kind. ***Luther Urwick*** also endorsed the proposition of Fayol. ***Dr. Gladden E.N.*** correctly remarked "Administration means looking after the people and managing their affairs". If they are looked after by the government, it becomes public and if by the private bodies it involves private administration. The view is based on the fact that there are close similarities between public and private administration; which are as under:-

a) Many managerial techniques are common to both i.e. accounting, filing, statistics, office management and procedures, purchases, disposals and stocking and personnel processes. These techniques are adopted in public administration as well as in private. Private organizations provide a lucrative employment to many a retired government servants; likewise some of the specialists and intelligent personnel from the business concerns are recruited to main government departments. If public administration has been poles apart from private administration, such possibility would have been rather remote. The establishment of Administrative Staff College at Lahore; where both from public or private sides personnel are trained, reflect the trend in this direction.

b) There is great influence of business techniques on government departments and vice versa. ***Prof. Pfiffner*** has rightly said, "a half way house between its commercial prototypes and the traditional government department". A large scale business enterprise have been considerably influenced by some of the

laudable practices of government departments viz personnel administration, staff welfare, and superannuation arrangements.

c) Responsibility of both public and private administration are alike. The responsibility of government officials and their counterpart in private administration is the same, as both aim at attaining their goal in their respective fields through the efforts of other people and available material.

d) Both public and private administrations are adaptable. According to ***Miss Follet***, the business administration has been remarkably creative and adaptable to changing circumstances. Likewise, the public administration does not ignore the techniques of managements, if they proved conducive in the domain of business. They are readily imported, without any reluctance on the part of public administrators.

Differences:

Though public administration has similarities with private administration, yet there are some differences between them; which are as under:

1. ***Public administration is bureaucratic, while private administration is business like:*** the main distinction between the two is found in the political and non-political character of public and private administration. The decisions of public administration represent the will of the state; which are binding upon all the citizens of the state. In private administration, decisions are not binding upon all citizen but only on the industry or enterprise concerned. In the words of ***Prof. Siwon:*** "The public administration is bureaucratic; while private administration is business like."

2. ***The methods of enforcement of rules are different:*** Public administration is authoritative and uses coercive methods to enforce its rules and decisions; while private administration shows no coercion and believes in persuasion since, it is not vested with the sovereign authority. Thus their methods of enforcement of rules are totally different, as in words of ***Prof. Simon:*** "Public administration is political; while private administration is non-political."

3. ***Public administration deals with the matters of great importance;*** while private administration is not so important. Public administration deals with matters of vital importance, for the very existence of people as well as of the country. For example the defence of the country and maintenance of law and order; which are directly related with the state and its citizens. Private administration, on the other hand, does not deal with the matters of so grave importance. Manufacturing of cloth; which is under the jurisdiction of

private administration, is not as important as the defence of the country or maintenance of law and order.

4. ***Public administration is comprehensive, while private administration is not so:-*** Public administration is more comprehensive as it deals with the various types of needs of the people. Its jurisdiction is extended to all activities pertaining to individuals. It aims at the greatest happiness of the greatest number. Private administration does not cover so many aspects of human life. It is mostly concerned with the economic needs of life.

5. ***Public administration is uniform, while private is not so:*** Public administration, according to ***Josiah Slamp***, is subject to the principle of uniformity. It is consistent in procedure and uniform in dealings with people and is not expected to show discriminatory attitude to the certain sections of people as in case of private administration. Private administration need not worry much about uniformity in treatment. It does believe in discriminatory treatment towards its regular customers. For instance a shop keeper intends loan facilities to his regular customer than to an occasional visitors. Such incident does not occur in public administration, a clerk in railway or post office will not sell tickets or stamps on credit to persons who very often purchases them, or will make the people to stand in queue before issuing. In the words of ***Richard Warner***, "Business need not worry over much about uniformity in treatment."

6. ***In public administration, government hold monopoly, but this is not the case in private administration:*** Government performs all the activities of service and no individual is allowed to run services; which are being handled by the government itself. In private administration many enterprises may be suppliers of the same commodity at a time. For example sugar may be supplied by many suppliers at a time.

7. ***Public administration is conducted with the motive of service, while private administration is profit making:*** In public administration some functions are performed by the state, which are money consuming functions, for examples running of schools and hospitals. In the case of private administration, the more profit making enterprises are established by the business magnets. Thus private administration is money consuming, while private administration is money collecting.

8. ***Public administration work in the name of state; while private administration works in its own name.*** In public administration the government officials remain incognito they do not come in lime light, they conduct administration in the name of the state or in the name of official

designation. In private administration hence the mills, the firms, the industries are run in their own names.

9. ***Public administration is accountable to the public; while private administration is not.*** Public administration is bound hand to foot to public talks, therefore, is responsible to them. Through recall, vote of no-confidence, vote of censure, condemnation in the press or platform impeachment-administration is taken to task. The government officials have to work according to the wishes of the masses, expressed through their elected representatives. Judiciary is another check upon them. Private administration has no such responsibility towards the public. Yet it is not responsible to the public in the sense in which public administration is. A manufacturer is hardly accountable to the public for good or bad stuff.

10. ***The public administration and private administration also differ on the principle of public relation.*** The public relation department of government provides full informations to the public about all the activities of the government. On the other hand the people criticize and scrutinize the government for its misdeeds. A private administrator may not like to divulge his activities to the public. He may not provide information to the people, even on the latter demand.

11. ***Public administration does not work more efficiently than private administration.*** Some thinkers feel that private administration function on a level of efficiency superior to that of public administration. Private administration enjoys certain advantages, such as higher wage rate, other economic incentives, and good working conditions; where as the public administration suffers from red-tapism, extravagance and corruption, which result in inefficiency. In private administration the incentive of more profit motivate the individual to devout himself whole-heartily to his business. This incentive is lacking in public affairs.

12. ***Public administration is subject to external financial control; while private is not:*** The legislature controls the finance of public administration; in the case of private administration, the chief executive controls the finance. There is no complete regulation between finance and executive in private administration like public administration.

13. ***Public administration is more governed by governmental laws, and rules than private administration in matters of tenders, contracts and purchases.*** Public administration strictly follows the rules and regulations; while in business administration result is the main motive. Hence the governmental formalities can be avoided in transactions.

In conclusion, it can be said that both public and private administration are placed in different surroundings. Public administration has some distinctive; which differentiate it from private administration. In the words of ***Prof. Dwight Waldo*** "the generalization like special care for equality of treatment, legal authorization and responsibility for action, public justification or justifiability of decisions, financial probity and meticulousness, and so forth are of very limited applicability."16 In fact public and private administrations are the two aspects of the same thing; but they have the special values and techniques of their own; which give to each its distinctive character.

6. SCIENCE OR ART

As a science: First of all we must know what is science? Science is "investigation and observation, followed by tabulation, classification and correlation."17 If this is a criteria to judge, whether public administration is a science or not then we can say it deserves the name of science.

Our first duty is to define the scope of this science of public administration and to apply the method of scientific study to this subject matter. The scope of the science can be defined by reference to the relations between policy and administration. The science of politics deals with methods by which policy may be formulated and executed. The statesman formulates the policy. While the administrator gets things done, and just as the science of politics is an inquiry into best means, whereby the will of society may be organized for formulation of policy, so the science of public administration is an inquiry as to how policies may best be carried in to operation.[18]

There is a group of thinkers, who consider it to be a science. ***Cleun Necley*** of Duke University says, "Administration is an activity, which demands correct analysis and accurate orientation with relation to other sciences. To analyze and through analysis to understand and through understanding to make possible the final functional of rational and creative action---this is the highest hand, which man can conceive for himself."

Wallace B. Donham writes, "Administration is a social science with its own techniques, its own abstractions centering around the concept of action through human organization and its own problems of theory. It is vitally concerned in integrating other sciences, physical, biological and social at the point where action is involved."

F.W.Taylor, the pioneer of scientific theory also emphasizes that public administration is a science followed by scientific methods of experimentation, observation, collection of data, classification, analysis and formulation of laws and principles. The subsequent progress of scientific method added substantially to such facts of administration: as organizing, planning, staffing, initiating, delegating, directing, overseeing, coordinating, evaluating and budgeting. ***Luther Gulick*** also coined the word POSDCORB by indicating activities of public administration.

We can prove public administration as science from the following arguments:-

First, if we use the term in connection with a body of systematized knowledge derived from experience and observation, then public administration is a science. Administration of some sort has existed since ancient period and in the course of history, an extensive knowledge is accumulated, which formed the science of administration. The work of Kantilya entitled Arthshastra, Abul Fazal's Ain-e-Akbari in India, the works of Micino in China, Cicero's De official in Rome, Machiavelli's Prince in Europe constitute important monuments of the subject. All this experience has been pooled together, analyzed correlated and systematized and certain principles of administration had been formulated. Thus Willoughby says, "In administration there are certain fundamental principles of general application analogous to those characterizing any science which must be observed, if the end of administration, efficiency in operation, is to be secured and that these principles are to be determined....only by the rigid application of the scientific method to their investigation."[19]

Secondly, public administration is a science because the scientific method of study is applicable to it. The facts of public administration can be studied scientifically. The subject matter of exact sciences is measurable and consists of facts which can be isolated and have a relative uniformity. It is objected that these conditions do not exist in public administration. The differences between the social sciences and natural sciences does not depend upon any fundamental distinction between the sciences themselves, but on the accidents of their subject matter of their relation complexity, and consequent relative perfection. Biology differs from mathematics, as its subject matter makes observation more difficult and correlation of data less exact than mathematics.

To discover new techniques and principles of public administration many special institutions like institute of public administration have been established all over the world like Great Britain, U.S.A. and Pakistan. These institutes are making comparative studies in public administration, which would open new vista of understanding, the science of public administration.

Thirdly, public administration is becoming more and more exact and certain. An administrator can be said as a successful administrator, only if he can keep himself abreast of possible consequences of his action. An administrator can predict about future. Professor ***Charles A Beard*** rightly said that public administration had developed a body of rules and axioms, which experience has demonstrated to be applicable to concrete practice and to working out approximately of forecast with increasing understanding of administrative behavior, it is becoming more and more possible to lay down definite guidelines for the administrators.

Lastly, it is said that if it is not science today, it would likely to become in due course. At present it provides a frame work of idea about public administration which would be become basis for further study resulting in the emergence of science of public administration. ***L. Urwick*** of the opinion, "working in a field where there are still so,

many unknown factors so much territory unexplored, the student can do not more than suggest a framework of thought an arrangement of ideas and principles, which may help others to make their own synthesis out of their own experiences the fact these principles collected from the writings of half a dozen different people many of whom made no attempt to correlate the work with that of others can be presented in a coherent and logical pattern is in itself strong evidence that there is a common element in all experience of the conduct of social groups that the true science of administration is ultimately possible."[20]

As an art:- Public administration is not only science, but has been recognized as an art. It is not only concerned with formulating the general principles, but also with actual running of administration. It is the act of doing things which makes it an art. An administrator, who possesses the knowledge of the science of public administration will be a successful. Before taking one makes up one's mind on the basis of science, but ultimately, there must be action to achieve, the desired result and action is an art. The Chinese practised it as a skill. The Egyptians, the Romans and the Indians also used it an art. Some of the works written in the past, are the true reflections of the art of administration.

Art means the act of doing things. For instance painting some pictures on the paper is in such manner, which reflect a beautiful scene, is an art and the painter is an artist. Likewise public administration is not only a science but is also an art. The administrator first discovers principles of public administration and then puts them into practice. The applications of these principles is an art and the administrator is an artist. Before taking an action, an administrator is supposed to make up his mind on the basis of science of administration. Ultimately, he is to act to achieve the desired objective. Action is an art and the individual who takes it is an artist in the field of administration.

As a science and art:-

Public administration is both science and art. In fact it is more than an art than a science, because it is much more practical than theoretical. Both the aspects of administration should be harmoniously blended together so that best results may be obtained.

7. ITS ROLE IN DEMOCRATIC STATE

Public administration covers all aspect of our life today. In primitive past, when state was a police state and public administration played its significant role. It served the human being at its best. With the dawn of industrial age, the activities of the state became multiplied and the role of public administration became more prominent.

Now, the idea of police state was substituted by the concept of welfare state. The state has not confined itself to maintaining law and order or providing social security to the people, but it has been assumed as guardian of the people and custodian of their

interest. The attainment of good life is the motive of the modern state. Public administration has to serve as mean to attain this end. In other words, if public administration fails, the objective of good life is in danger. ***Prof. W.B. Donham*** aptly remarks, "if civilization fails it will be mainly because of a breakdown of administration." ***Charles A. Beard*** emphasizes the importance of public administration in his words, "The future of civilized government and even I think, of civilization itself rests upon our ability to develop a science and philosophy and practice of administration competent to discharge the functions of civilized society."

Since the World War I, radical change has taken place in the nature and volume of state functions. The state of today is undertaking more and more activities for the welfare of the masses in economic, industrial, commercial and social fields. Therefore public administration is not only a protector of its citizen from external and internal dangers, but it has become educator, manufacturer, distributor, helper and servant in different directions. Thus our welfare as well as progress depends mainly upon the standard of efficiency of public administration.[21] The role of administration is evident as under:-

Administration & Policy:

The public administrator is not only concerned with the execution of policies as framed by legislature, but he assists and guides the ministers, to formulate the policies. The ministers are lay political heads and do not have the expert knowledge, and the administrators as experts are in better position to know the possible reactions to the a particular policy. Hence their expert advice and seasoned maturity will be of great help for immature politicians. Moreover the administrator will be able to fill the gap caused by hurried and vague legislation by issuing the ordinances.

Administration & Society:-

Public administration is a great stabilizing force in our society. Administration operates in the context of the society of which it is as part. Hence society is concerned with goals, values, belief, systems and the image of what it would become, so also must administration be concerned with these.[22] The purpose of administration is to build an institution to meet these societal responsibilities. There is two way relationship: administration exists in a social setting and the pattern of administration is determined by society, but through sensitive administrative leadership, society itself may be changed.[23] Thus the administrator is not merely an executive; he is also a social engineer, helping society to fulfill its responsibilities.

Administration & individual:

Individual needs help of public administration from cradle to grave. Since a child is born he is under public administration and administration starts to play its role. His birth is registered by local registrar. He and his mother are vaccinated. Arrangements are

made for schooling, procuring a job for him, and finally finding a suitable place for burial--all, this is done by the public administrator. For very food we eat, the water we consume, the house we live, the roads and street along with we move and other amenities we bank upon public administration. We look for public administration and to fulfill all other amenities of life. We look for assistance of administration during epidemics and wars. All of us use the services of public administration almost in every activity of ours. There are Employment Exchanges, Rationing Offices, Royals Mints, Agriculture departments, Post Offices, department of Foreign Affairs and many other departments, which affect almost every citizen in one way or the other. What our life can possibly be in the absence of good public administration is rather difficult to imagine. It is thus evident that countries life is shaped by good quality of administration.

Administration & democracy:-

In democracy the role of public administration is of vital importance. The ideals of democracy---progress, prosperity and protection of common man--can be obtained only through impartial, honest and efficient administration. An administrator is neutral and serves faithfully the political party in power.

The concept of modern democratic welfare state has increased the scope of state activity; which resulted in increasing demands on public administration for more and more services. But if administration is to serve democracy, it must be left to operate according to its nature and given the freedom and autonomy, which is necessary to its efficient functioning. Sometime there is undue intervention of politicians in administration, which impairs the efficiency of administration and it ceases to be an effective instrument for the realization of its ideals.

Administration & Social Change:-

Public administration is not only a preserver of the civilized life, but also great instrument of social change and improvement. It is a dynamic force which fulfills the will of the people. It brings social reforms according to the will of the masses. As ***Dwight Waldo*** puts it, it is a "part of the cultural complex, and it is not only acted upon, but also acts". The act of carrying out the social changes depends upon the public administration of the country. If public administration fails to bring social change in a country the alternative is the bloody-revolution.

Administration & war and peace:-

Public administration plays very important role during war and peace. War thrust upon a country, is suicidal both for its economy and very existence until there is strong body of administrators to cope with the stirring circumstances. During war, even private spheres of activity fall in the domain of public administration. If armies won the war on battle field, the administrators won the battle against profiteers, black-marketeers and hoarders at the home front. It is, therefore concluded that public administrators not only

run the state during the peace time, but also safeguards it against internal enemies like saboteurs and traitors.

8. ITS ROLE IN PAKISTAN

Public administration and administrators also play very important role in Pakistan. In public administration, plans are made for future, the effective policies are formulated, ministerial decisions are made and governmental programmes are carried out successfully. It is ensured in Pakistan that central and provincial ministers have access to the best possible advice in deciding policy questions. Pakistan is passing in a period of rapid and extensive economic and technological change and it is essential that the government's policies should be correctly formulated with the advice of experts, administrators and political scientists, who are capable of understanding the basic issues involved. It would be worth while to make greater use throughout the public service of advisory councils to departments. The head of state and executive both have derived the real benefit from the advisory bodies, whose recommendations have had profound influence on policy. There can be no doubt that a more widespread use, by the Central Government of Pakistan, of bodies of leading political scientists and administrators could be of great help to ministers both in helping to formulate policy and in improving the standard of public administration. Administrators should be able to play crucial role in helping to solve the problems confronting ministers and ministries. There should be a public administrator, who should work as secretary of each ministry, aided by an advisory council, whose task would be to keep in touch with scientific developments likely to be of values to the ministry, whether occurring inside or outside government agencies. Men suited for such important posts might be recruited from the civil service. They should be scientist administrators of special type, possessing practical judgment as well as an understanding of scientific advances.[24]

In Pakistan public administrators filled gapes during the breakdown of the civil government. They helped the military elites during the long years of Martial law or during the breakdowns of the central government. They also provided the all help to political leaders during the democratic life of the country. Thus they are very helpful during civilian or non-civilian governments.

In modernization of Pakistan, bureaucracy or public administrators also played their due role in formulating five- years plans and other development plans. Eight five-years plans are the product of the struggle of civil service of Pakistan. ***Ralph Braibanti*** examines the theatrical base of modernization within the frame work of political modernity. According to him political modernity embraces four qualities;

(1) the establishment of an institutional apparatus which has potential for conversion of valid expressions of popular will into actions freely predictable and consistent with the fundamental polity of the state;

(2) the expansion of popular participation in political process and the enrichment of the quality of such participation in terms of popular comprehension of issues, acceptance of personal responsibility, and commitment to orderly pursuit of change;

(3) capability of maintaining national integration through orderly and just accommodation of cultural, religious and similar divisive forces; and

(4) the capability to blend elements of the popular will in markedly disparate stages of development into an aggregate and to make that aggregated will effective and subject ultimately to neutrally imposed canons of equity and justice.[25] Pakistan's bureaucracy provided institutional apparatus, popular comprehension of issues faced by Pakistan, capability of maintaining national integration and capability of mixing popular will with development. Administration is neutral and it endeavors to serve the government of the days, such as it may be the best of its ability. It is also a verdict on the part of Pakistan's administration that its members are recruited on the basis of merit following the Max Weber's model rather than on ascriptive criteria.

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Chapter 2
PUBLIC ADMINISTRATION IN ISLAMIC PERSPECTIVE

i. *Introduction*

ii. *Characteristics of Islamic Administration*

iii. *Administration according to Quran, Sunnah and Shariah*

iv. *Administration & Pious Caliphs*

v. *Administrative Institutions in Islam.*

vi. *Conclusion*

vii. *References*

Public Administration in Islamic Perspective

Introduction

The purpose of this chapter is to trace the Islamic roots of public administration and to provide the readers with some of the original sources in Islamic Literature. The Islamic principles of politics and administration at the time of the Holy Prophet (PBUH) and the Pious Caliphs have been discussed briefly to draw the model of a good administration which is suitable for an Islamic Welfare State.

The administration in an Islamic State is an effective and efficient because its responsibilities are more than the mere maintenance of law and order. The Islamic ideal is a service-oriented, wherein functionaries are expected to dedicate themselves to the cause of general welfare; more than that to establish ethical and spiritual atmosphere, in which the people can lead good life without any hindrance.

Public administration has a vital role in a developing society or modern state like Pakistan. Pakistan is an Islamic Welfare State and it relies heavily on the public administration. For making Pakistan a pure Islamic and Welfare State, we have to follow the principles of Islamic Administration. This chapter provides the basic raw material, from which we can develop an Islamic administrative system or the principles of an Islamic administration; which is the need of the time.

Public administration in the Islamic state was exemplary. Famous for the efficiency of its administrators, it was characterized by the ease, with which the Muslims assimilated foreign systems of administration with their own notion of government. Moreover, the officials of the Islamic State were men of integrity, who set an example par excellence to the substance of effective administration.

Today, public administration, both as study and practice is a vital organ in modern state and the modern state with its diverse functions relies upon it. Therefore, public administration plays an essential role as it stands at the centre of activities, which concerns with all levels of government.

CHARACTERISTIC OF ISLAMIC ADMINISTRATION

Early Islamic administration had many characteristics. The brief description of which are as under:-

1. The most important characteristic was the simplicity and ease with which administrative affairs were conducted. There were no offices or officials, who served as career government or paid employees. Mosque was the centre of all religious, social, political and administrative activities. In the mosque Prophet or Caliph led prayers, gave sermons, met visitors and foreign

diplomats, discussed with his companions the affairs of the community, and wrote letters to contemporary kings, emperors and heads of states.

2. The Islamic system easily assimilated foreign institutions with its own notions of government and administration. Most of the institutions of the territories that came under Muslim control, were kept intact and Islamic spirit was infused into them. In Syria and Egypt, the Muslims adopted the Roman System and in Persia the Persian system of administration. On the other hand, glaring evils were dispensed with, and human beings who had been degraded to serfdom and slavery, regained their legitimate human status.[1]
3. Another feature of early Islamic administration was the religious and moral spirit which dominated the entire field of government and administration under the Holy Prophet (PBUH) and Pious Caliphs. Fear of God pervaded the whole political atmosphere and every Muslim, as the follower of Holy Prophet, (PBUH) felt his responsibility. Later on the degeneration and worldliness did creep in them, but were checked by just rulers-like Umar II and Al-Mamun.[2]
4. The Islamic administration allowed the legal "Ijtihad", which did not deny any human experience, whether previous or yet to be come, that would benefit the goals of the Shariah and interest of the people, provided that it did not contradict the principle of Shariah. This was especially true in the case of political and administrative systems, for which the Quranic Verses and Sunnah's references are limited. Thus an Islamist should not feel any embrassment in borrowing from other system in global exchange of ideas and thoughts, as well as of tools and techniques.

ADMINISTRATION ACCORDING TO QURAN, SUNNAH AND SHARIAH:

1. QURAN:

Though the Quran does not mention the word `administration', specifically, yet it uses the Arabic word Yedabbiru; which means to direct, conduct, manage, run, engineer, steer, devise, marshall, regulate, be incharge, manage well, economize, devise a plan, and conduct the course of business.[3]

The word `Yedabbiru' appears in the Holy Quran in following four verses:-

1. "Lo! your Lord is Allah, who created the heavens and earth in six days, then he established Himself upon the throne, directing all things.[4]
2. Say (unto them O, Mohammad): Who provideth for you from the sky and earth or who owneth hearing and sight; and who bringeth forth the living from the dead and bringeth forth the dead from the living; and who directeth the course? They will say: Allah. Then say: Will yet not then keep you duty (unto Him).[5]

3. Allah, it is who raised up the heavens without visible supports, then mounted the throne, and compelled the sun and moon to be of service, each runneth unto an appointed term; He ordereth the course. He detaileth the revelations, that haply ye may be certain of the meeting with your Lord.[6]
4. He directeth the ordinance from the heavens into the earth; then it ascendeth unto Him in a Day, whereof the measures is a thousand years of that ye reckon.[7]

Thus the Holy Quran clearly declares to manage or to administer the affairs from heavens to earth. So option for administration exists in the Holy Book.

Moreover some of the most important general principles of state, government and administration are found in the Holy Quran in the following verses:-

1. O, ye who believe! Obey Allah and obey the messenger and those of you, who are in authority; and if ye have a dispute concerning any matter, refer it to Allah and the messenger, if ye are (in truth) believe in Allah and the Last Day. That is better and more seemly in the end.[8]
2. And verily we have written in the scripture after the Reminder: My righteous slaves will inherit the earth.[9]
3. Those who, if we give them power in the land, establish worship and pay the poor-due and enjoin kindness and forbid inequity. And Allah's is the sequel of events.[10]
4. Allah hath promised such of you as believe and do good works that He will surely make them to succeed (the Present rulers) in the earth even as he caused those who were before them to succeed (others) and that He will surely establish for them their religion which He has approved for them, and will give them in exchange safety after their fear. They serve Me. They ascribe nothing as partner unto Me. Those who disbelieve henceforth, they are miscreants.[11]
5. O David! Lo! We have set thee as a viceroy in the earth; there for judge aright between mankind and follow not desire that it beguile Thee from the way of Allah. Lo! those who wander from the way of Allah have an awful doom, forasmuch as they forgot the Day of Reckoning.[12]
6. And those who answer the call of their Lord and establish worship, and whose affairs are a matter of counsel, and who spend of what We have bestowed on them.[13]

With regard the administration of justice the Holy Book declares as under:-

1. Lo! Allah commandeth you that ye restore deposits to their owners, and if ye judge between mankind, that ye judge justly.[14]
2. O Ye, who believe! Be ye staunch in justice, witnesses for Allah, even though it be against yourself or (your) parents or (your) kindred, whether a rich man or poor man for Allah is nearer unto both (than ye are). So follows

administration of the Holy Prophet (PBUH) were of three kinds; al-wali (governor) al-amil (tax-collector) and al-Qazi (Judge).

The Islamic empire was divided into provinces of Al-Medinah Tayma, `al-Janad, the region of Banu Kindah, Makkah, Najran, al-Yemen, Hadramawt, Uman, and Bahrain.[23] In each province, the Holy Prophet (PBUH) appointed Wali to educate the people, teach them in new faith, establish law and order, arrange for administration of justice and run the government and administration. He was appointed on the basis of his piety, justice, honesty and knowledge of Islam.

Alongwith Wali, the Prophet (PBUH) appointed `amil' (tax-collector) to collect Zakat (Poor tax) and sadaqah (voluntary alms) from Muslims. He also collected `Jizyah' (capitation tax) from non-Muslims, who lived in Islamic state and enjoyed its protection.[24]

The Holy Prophet (PBUH) also appointed a Qazi in each province; who was responsible to dispense justice. He was independent of governor and reported directly to the Holy Prophet (PBUH), the Chief Justice of the Islamic State. The Judges were appointed on the basis of personal qualities of being an eminent scholar, well-versed in the law, as well as - to be pious, just, upright, God-fearing, and having good judgement. Ali and Muadh b. Jabal were among the judges, who were appointed by the Holy Prophet (PBUH) to different provinces.[25]

The walis, amils, and qazis were directly responsible to the Holy Prophet (PBUH); Who always used the principles of accountability and check and balance to oversee day to day administration, the revenue and expenditure of the provinces, as well as the officials who administered them.

In the administration of the Holy Prophet (PBUH), the sources of revenue were the land-tax (Kheraj), state land revenue (fay) and the spoils of war (ghanimah) in addition to Zakat, Sadaqah, and Jizyah. The expenditures were of numerous types ranging from building dams and improving land, to distribution of funds among the total population, to specific allowances for the poor, needy, sick, aged, handicapped and orphans. All of these activities were administered by simple methods with the help of companions of the Holy Prophet (PBUH). The mosque was usually the centre of all these activities.

The Holy Prophet had no specific military organization. All the matters relating to recruitment, arming, provisioning and command of the Muslim army, were vested in the Holy Prophet (PBUH) himself. He was the Commander-in-Chief of the Muslim Army and usually led the army against the enemies, although he selected leaders for this task on some occasions.

In sum, the administration under the Holy Prophet (PBUH) was mainly based on religious awareness and human consciousness which, according to an Arab Scholar, "In the field of public administration, represent the most recent trends in modern administrative thought."[26] This humanitarian attitude was a characteristic of the administrative theory and practice in the Prophet's time.

not passion lest ye lapse (from justice) and if ye lapse or fall away, then Lo! Allah is ever informed of what ye do.[15]

3. O ye, who steadfast witnesses for Allah in equity, and let not hatred of any people seduce you that ye deal not justly. Deal justly, that is nearer to your duty. Observe your duty to Allah. Lo! (Allah) is informed of what ye do.[16]
4. If thou judgest, judge between them with equity, Lo! (Allah) loveth the equitable.[17]
5. If yet give your word, do justice thereunto even though it be (against) a kinsman; and fulfil the Covenant of Allah. This He commandeth you that haply ye may remember.[18]
6. Say, My Lord enjoineth justice.[19]
7. Lo! Allah enjoineth justice and kindness, and giving to Kinsfolk.[20]

The Holy Book has emphasized in clear terms that organized machines of government is indispensable for the ultimate good of the community.

Administration envisioned has to be supremely effective and efficient because its responsibilities are more than mere maintenance of law and order. The Quranic ideal is Islamic Welfare State, wherein government functionaries are expected not only to dedicate themselves for the general welfare, but to maintain a moral and religious climate, in which people can practice goodness without any hindrance.[21] The organized administrative machinery can administer the matters relating to inheritance, distribution of wealth, maintenance of Zakat and organization of Bait-ul-Mal: In other word the good administration can implement the Islamic Shariah, a comprehensive code of life.

2. SUNNAH:

There is no specific and concrete provisions regarding the structural framework of administration, but it has been emphasized that the basis of administration in a Muslim state should be spiritual and ethical. To provide addition guidance, the Holy Prophet (PBUH) himself organized the State of Medinah, in which broad principles of administrative organization were laid down to help the later Muslim rulers.

PHILIP K. HITTI: Commenting on the Holy Prophet's (PBUH) in the politics and administration, says, "He performed, the functions of prophet, law giver, religious leader, chief judge, commander of the army and civil head of state ---- all in one."[22]

Historically speaking the first important administrative decision made by the Holy Prophet (PBUH) was the planning, organizing and executing of emigration plan of Muslims to Abyssina. The second important decision of planning, organizing and executing was the great emigration (Hijrah) from Makkah to Medinah in 622 A.D. which was recognised as the beginning point of the Islamic era.

Though the Holy Prophet (PBUH) was the head of the Muslim Community and his orders were always obeyed by his followers, yet he consulted his companions. To help him in religious, political and administrative affairs, he had ministers, secretaries and official writers of his letters to foreign rulers. Public servants under the

The Holy Prophet (PBUH) has left a great legacy in the general theory and practice of government and administration as shown in six authentic books of Hadith. Many of his directives and sayings contain the elements of trust and efficiency as fundamental attributes of the administrator. The element of love is the main pillar of the Holy Prophet's (PBUH) administrative leadership.

A widely quoted hadith reflects the Holy Prophet's understanding and practice of the concepts of authority and responsibility and their relationship. This relationship is reflected in the general rule that authority must be commensurate with responsibility. The authority and responsibility is closely related as the Hadith portrays:

"Whosoever if you see an evil action, let him change it with his hand, and if he is not able to do so, then with his tongue., if he is not able to do so, then with his heart-and that is the weakest of faith."[27]

3. SHARIAH

Islamic Shariah lays down principles for governmental affair and the establishment of good and ethical administration: Quran, Sunnah and Fiqh constitute a single unit, which is the Shariah. The Shariah contains only general principles and broad outlines and leaves the details of administrative behaviour to the discretion of Muslims as the circumstances of the age and place require.

The spirit of Islamic Shariah differs a great deal from the spirit of modern administrative law. It aims at its supremacy over the individual; while-Islamic administrative system works in the light of two principles (a) that Shariah is divine; and (b) that Shariah is independent and open allowing the individual to work according to his conscience and faith.[28]

As a result of first principle the Islamic Shariah is comprehensive regarding administrative affairs and it gives the individual an opportunity to respect the public interest and to work scrupulously through the proper administrative channels on its behalf. As a result of the second principle, it is characterised by a public or people's spirit which makes the individual an independent working administrator, who performs his duty without any pressure or coercion. The free man behaves according to his own ideology and conscience and expresses his faith through work., Thus the Shariah offers Yard-Sticks by which right can be distinguished from wrong, moral from immoral and ethical from unethical. The Shariah is based upon the idea that the people or member of Ummah will administer themselves by themselves.[29]

The general philosophy of Islamic administration centres around the concepts of probity, piety, justice, equality and social equity. In Islam, not only the government but also administration have to be intermingled with religion, values, and ethics. Hence, separation of politics from morality and inequitable administration find no support in Islam. Thus administration in Islamic perspective is a challenging job as it places enormous responsibility on its Chief Executive, and bad and cruel administration is a great sin.

Administration, according to the Shariah, must operate through consultation, which is based on democratic principles. As stated previously, the Holy Quran describes the Muslims as those who carry out their governmental and administrative affairs by counselling among themselves. Therefore dictatorial leaders or authoritarian have no place in administrative system of Islam. Only those, who are pious, God-fearing, just, kind and capable of performing their tasks, are given power to rule and undertake administrative charges.

In an Islamic State, the real purpose of the executive/administrator is to enforce the directives of God, conveyed through the Quran and Sunnah and to bring about these directives and practical application in its life.[30] The administrator or ruler in an Islamic state should observe the following rules:-

1. To establish worship.
2. To pay dues to poors.
3. To order for good.
4. To forbid in-equity.
5. To love his subjects.
6. To open his door for redressing the wrongs.
7. To do the justice rightfully.
8. To observe the religious duties.
9. To choose pious, truthful and sincere men as his aids.
10. To have a strict eye and comprehensive control over governmental affairs.
11. To frame rules for speedy and prompt justice.
12. To look after every community within his empire.
13. To govern the people according to the laws of the Quran, Sunnah and general rules of equity and justice.

ADMINISTRATION AND PIOUS CALIPHS

The period of pious caliphs began with the succession of Abu Bakr in 632 and ended with the assassination of Ali in 661. Administration under Abu Bakr lasted two years and it followed the pattern of Holy Prophet (PBUH). Abu Bakr was strict follower and imitator of the Holy Prophet (PBUH) and not an innovator. He practised accountability to the fullest extent. When one of his governors (Muadh ibn Jabal) came from Yemen Abu Bakr made him accountable for every item as income and expense.[31]

Umar succeeded Abu Bakr and built up a great Islamic administrative system. He made innovations and reforms and incorporated concepts which are regard as new to present day administrative theory and practice. Umar took the responsibility of death of even a mule of far off area of Islamic empire. He developed and modernized the whole realm of Islam. He made the public administrators as the servants of the people, when he said, "Listen, verily I am not sending you as rulers and potentates; rather I am sending you as the leaders of guidance so that men may follow you. Render unto the Muslims their rights; beat them not lest you humiliate them; praise them not lest you make them

undisciplined. Do not shut your doors against them, lest the strong among them devour the weak ones."[32]

He appointed pious, capable and trustworthy men to key position in his administration. His methods of accountability and judging of state officials and governors were unprecented. Each activity of each state official was reported to the caliph, for which he was accountable before the people as well as the Caliph. In summary, Umar was the real founder of the early Islamic government and administration His decade of political and administrative development of the Muslims was a golden age, in which the bases of Islamic system was clearly laid down.

The third caliph, Uthman followed in Umar's footsteps in the conduct of government and administration, until he became too old and too weak to supervise his aids and governors. Consequently state officials became independent and the administration became loose in the last years of his reign. However he retained the policy of accountability of the state officials on the occasion of Hajj every year, and redressed the grievances of the people on the spot.

Ali was the fourth Caliph. The unfortunate civil war among the Muslims took more of his time than he did government and administration. His letter to the Governor of Egypt reflected his philosophy of administration, politics, justice, public service and so on. The letter deals with the duties and obligations of ruler and administration: their chief authorities and responsibilities; their relations with secretaries and subordinate staff; the distribution of work and duties among various branches of administration; their coordination of each other and cooperation with Central Organ. The letter also advises against corruption, calls for administrative probity, urges effectiveness and efficiency and asks the Chief Governor to fight oppression among the officers, to curb the evils of profiteering, hoarding, and black marketeering. It discusses the principle of equitable distribution of wealth and opportunities, the upbringing of orphans; the maintenance of the deformed, crippled, and persons unfit for work; and rights and obligations of the rulers and the ruled.[33]

ADMINISTRATIVE INSTITUTIONS IN ISLAM

Many institutions were established during the early administration of Islam. These include the institutions of Caliphate, Wizarah (Ministry), Wulat (Governor) and the Diwan (Secretariat).

1. THE CALIPH:

The caliph was the political, administrative and religious head of the Islamic state and played a constitutional role. He was not a law maker, but was custodian of laws of Shariah, public finance, and rights of the citizens. He was not master of people, but servant of state. His chief duty was to maintain justice within Islamic principles. The governors were the representatives of the Caliph in the provinces and performed the role just like him in their respective provinces.

2. THE DIWAN (SECRETARIAT):

Diwan had been used as a tool for governmental organization of the administrative branch of state, in Islamic administrative machinery; which was to keep all

documents, governmental papers and other related material in a safe place. Throughout Islamic history, various diwans were established to perform general and specific functions of the governmental administration. The following Diwans are illustrative:-

1. ***Diwan-al-Kharaj:*** All the functions of treasury were carried out, taxes were collected, expenditure were incurred and payment of salaries of public servants were issued, by the Diwan-al-Kharaj.
2. ***Diwan-al-Jund:-*** It was established by the Caliph Umar became more concerned with the affairs of military - for example, listing the troops, distributing payments and so forth.
3. ***Diwan-al-Khatm:*** It was established in order to keep copies of each letter and document after the original were checked, sealed and dispatched.
4. ***Diwan-al-Mustaghallat:*** It was established to administer state land including government properties and their rent.
5. ***Diwan-al-Barid:*** It was responsible for delivering official letters and messages throughout the empire. It also worked as an intelligence service for the Chief Executive.
6. ***Diwan-al-Rasail:*** It was charged with writing letters to governors, officials of state and foreign kings and emperors.
7. ***Diwan-al-Hisbah:*** It was designed to promote good and prevent evils, as outlined in the Islamic ethical code. The Muhtasib was entrusted with the maintenance of public morals and standards in the country. His functions was to detect and punish immorality, the use of false weights and measures, the adulteration of wares and similar offences, and generally to enforce the Islamic rules pertaining to honesty, propriety and hygiene. The primary responsibility of Muhtasib was to see that the life of the people was not contaminated with un-Islamic beliefs and practices.[34]

CONCLUSION:

The welfare state needs the good administration, while the Islamic Welfare State needs the administration above than a good administration; an Islamic administration, which is a need of the time for our country. The Islamic administration centres around the concepts of probity, piety, justice, equality, freedom of conscience and spirit, morality, consultation, and social equity. An administrator in an Islamic State loves his subjects, keeps open his door for every one, does justice irrespectively, observes religious dutiesm orders for rightrous things and forbids for wrongs, appoints pious, truthful and sincere people for public offices, controls firmly the whole affairs, provides prompt justice and governs the people according to the laws of Quran, Sunnah and Shariah.

Historically speaking, the Holy Prophet (PBUH) and his four right-guided assistants, provided the bases for the best administration, which is most suitable for an Islamic Welfare State, like Pakistan. Thus the administrators must be aware about the rules, regulations and practices of administration of the Holy Prophet (PBUH) and Pious Caliphs. They must follow these golden principles; which is our survival in this modern and democratic age.

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Chapter 3
APPORACHES TO THE STUDY OF PUBLIC ADMINISTRATION

1-- *Approaches to its study*

- -- *Classical approach*
- -- *Scientific approach*
- -- *Behavioral approach*
- -- *Ecological approach*
- -- *Case-study approach*
- -- *Comparative approach*

2-- *Relations with other social sciences:*

- -- *Public administration & Political Science*
- -- *Public Administration & History*
- -- *Public Administration & Economics*
- -- *Public Administration & Psychology*
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- -- *Public Administration & Ethics*

3-- *Study of Public Administration in Pakistan*

4-- *References*

Approach to the Study of Public Administration

(A) APPROACHES TO ITS STUDY

By an approach we mean the point, from which a particular subject is studied. Since the emergence of public administration as a separate field of study, writers and scholars have developed several approaches to study it systematically; which are as under:

1. THE CLASSICAL APPROACH

It is also known as traditional or institutional or descriptive approach. It is the oldest one having the largest following. ***L.D. White, Luther Gulick*** and ***Lyndall Urwick*** were the main supporters of this approach. The following are the features of this approach:-

i. The task of administration is not political but technical, which only carries out the will of the political authority.

ii. It describes a set of facts and does not build any theory.

iii. It retains descriptive and institutional character by establishing links between administration and government's institutions.

iv. Good government is not substitute for self- government, so good administration must not conflict with self-government.

v. There should be complete dichotomy of politics and administration.

This approach considered the study of organizations their principles, goals and structures as primary to the study of administration. The exponents of these schools gave serious attention to the problem of delegation, coordination, span of control and bureaucratic structure. Initially many theorists were concerned with ways and methods to improve administrative efficiency and economy which were supplemented with new goals like social and economic progress.

The theory is marked by four features---impersonality, specilization, efficiency and hierarchy.

Criticism:-

(i) This approach is no doubt essential, but it can not give us a complete view of complex phenomenon of public administration.

(ii) It neglects the environment and informal factors of administration.

(iii) By neglecting sociological and psychological aspects of administration, this approach remained to a great extent in-complete, one sided and lacking in analytical content.

(iv) It neglects the human aspects of works.

Dwight Waldo (1940) also rejected this approach by rejecting the dichotomy of politics and administration, and by invalidating the idea of universally valid principles of administrations.[1]

Thus the approach is one sided and fails to give us the complete picture of how an organization functions actually.

2. THE SCIENTIFIC APPROACH

It is also known as Mechanical approach. ***F.W. Taylor*** (1856-1915) launched the scientific management movement and gave a great fillip to the use of scientific method in the development of effective techniques of organization and management. ***Mooney, Frank, L. Gilbirth*** and ***Werner*** have supported the approach. They believe that administration is science and should be dealt in scientific methods like. The scientific method consists of (i) observation (ii) collection of data (iii) classification of data (IV) verification of data and (v) analysis and result.

They also believe that better results could be achieved by adopting scientific methods and developing scientific techniques like measurement of work, time and motions, work-flow charts, cost accounting and opinion sampling and polls.

The following are the features of the approach.

i) It replaces traditional methods by scientific methods.

ii) It develops mechanical organization under mechanical laws.

iii) It emphasizes on material and methods instead of men. Men are not objectives but are means to an end.

iv) It separates planning and execution. Managers plan, while the workers carry out these plans.

v) It improves organizational efficiency and ensures high productivity due to economic incentive to workers.

vi) It achieves cooperation and coordination between management and workers due to high production.

vii) It establishes dichotomy of politics from administration.

viii) It ensures the scientific selection and training of personnel and workers for high production.

Criticism:-

1) The approach is irrational as it stresses on mechanical efficiency of an organization and neglects the human factor.

2) Its view that man is mean to an end is wrong and against the individual's liberty and rights.

3) Its assumption that good for an organization is also good for workers, is not acceptable, some time organization can not benefit its workers from its high productivity.

4) It emphasizes on work techniques of individual worker; which is also wrong.

5) Dichotomy of politics from administration is impossible as political policies can not be made without administration and administration is despotic without politicians.

3. THE HUMAN RELATION APPROACH

Human Relation approach developed as the reaction to traditional and scientific approaches. In public administration its study started in 1930s with the "Human Relation Movement" and was later developed by ***Chester Barnard*** and ***Herbert Simon***, who wrote "The Function of Executive" and "Administrative Behavior," respectively. ***Herbert Simon*** has classified the administrative behavior as follow:-

i) The study of bureaucracy.

ii) Human relations pertaining to motivation and increasing job satisfaction;

iii) Motivation studies using the Barnard-Simon Equilibrium, and

iv) Decision-making studies emphasizing primarily cognitive processes and the rational components of administrative behavior.[2]

The scholars in the field of public administration have made cross-structural, and cross-cultural" studies of administrative behavior. ***Robert Presthus*** and ***Michael Crozier*** have conducted empirical studies of bureaucratic behavior in different social and cultural perspectives. The human relation approach in administrative studies has the following salient features:

1. It is descriptive and factual and therefore empirical, with the studies on motivation being an exception.

2. Increased attention is paid to the individuals and groups, and their behavior concerning motivation, decision- making and nature of authority.

3. Stress is laid on informal, interpersonal and intergroup relationships and communication pattern among members of an organization.
4. Emphasis is made on the study of the informal social organization that always develops within the frame work of formal organization.
5. It is chiefly not exclusively concerned with qualification and formal theory construction.
6. It is interdisciplinary in character and makes considerable use of propositions, drawn from other social sciences.
7. Its major areas of study include the role of individual, leadership in organization, group dynamics, motivation and satisfaction.

The human relation approach has been criticized for being limited utility in the analysis of all types of administrative phenomena. It is contended that the study of man as social animal can not be considered a part of administrative sciences unless the resulting knowledge is particularly applicable to the administrative man.

The human relation approach has limited relevance in dealing with all types of administrative problems and their solutions. Value-oriented or normative problems and issues can not really be explained or interpreted in the terms of behavioral approach.

Despite of its criticism the impact of behavioralism on the study of public administration can not be underestimated. It has shifted the emphasis from formal structure to informal structure. It has revealed the truth that the conduct of administration is deeply influenced by human sentiment and environment.

4. ECOLOGICAL APPROACH

Ecology is a branch of biology, which means the scientific study of living things, in relation to each other and to their environment. In public administration it views public bureaucracy as a social institution, which is continuously interacting with the economic, political and socio-cultural sub-systems of society. Bureaucracy is not only affected by these various environmental system but also affects them. Thus this approach emphasizes the necessary interdependence of public bureaucracy and its environment. The advocates of this approach argue that one can not understand the real nature of the administrative system of a nation without understanding the social, economic and political environment in which it functions.[3]

John M. Gaus, Fred W. Riggs and ***Robert Dahl*** were main advocates of this approach. ***John M. Gaus*** was the first who elaborated this approach in his book namely "Reflections of Public Administration," in 1947. He identified seven environmental factors for explaining the functions of government. These factors are: people, place, physical technology, social technology, wishes and ideas, catastrophe and personality.[4]

Another distinguished exponent of this approach is ***Fred, W. Riggs***. He says that five elements of administrative ecology determine the functioning and behavior of public bureaucracy in any nation. Which are (i) economic (fiscal system) (ii) social (family, caste and sects) (iii) symbolic (consensus and equality) (iv) communicative (literacy, newspaper circulation) and (v) political (changes in the political regime, party composition of government and personality of political leaders.[5] On the basis of study of systems of United States; Philippines and Thialand, he divided societies into three ideal types or models (i) "refracted" (ii) "fused" and (iii) "prismatic". In a "refracted" society such as the United States. each structure performs a specialized function. In a "fused" society such as Philippines a single structure performs all functions. In a "prismatic" such as Thailand, the administrative structure intermingles with social economic, political and cultural structures. The prismatic society combines the features of both traditional and modern societies. According to him, in order to understand the system public administration in prismatic society, one has to understand the impact of non-administrative structures upon the administrative institutions.[6]

Robert Dahl also emphasized the effects of environment on administrative structure and behavior. He observed that public administration can not escape the effects of its environment in which it develops and functions. His advocacy was based on three problematic issues:

i) Administrative generalization based on the experience of one nation-state cannot be universally applied to administrative systems in all kinds of diverse environmental settings.

ii) Before formulating theories and concepts of administration, it is necessary to empirically test their validity in all types of social settings to see what is universal.

iii) This implies that public administration must be truly interdisciplinary and ecological in character, not only to widen its horizon but to make its study more scientific and relevant to all types of societies.[7]

Merits:-

(1) The ecological approach is empirical and applicable to concrete situations. Its orientation is corss-cultural. It is therefore very useful in the study of comparative public administration.

(2) By employing this approach the administrative systems of different countries with different environmental settings can be fruitfully studied on a comparative basis. Thus every popular efficient, and democratic administration, must be ecological in character and approach.

5. THE CASE-STUDY APPROACH

This method is first used in United States in 1930s. It was developed as a reaction to the traditional approach. The term "case-study" was borrowed from administrative law.

wherein the cases were decided by courts under administrative laws. A "case" means any particular problem, which has been arisen and been solved by any agency by finding out the circumstances of the case.

The case-study is a method, in which an administrative decision, in any question or issue, is made keeping in view the historical facts of the case. According to Harold Stein, the public administration case is "a narrative of events that constitute or lead to a decision or.... decisions by a public administrator or... administrators". He further says that public administration case gives some account of the personal, legal, institutional, political, economic and other factors that surrounded the process of decision.

According to ***Andre Molitor*** "the case is presented to the student in file, comprising every aspect of the situation, embodying explanations of various procedures as they occur in relation to circumstances. It provides with indications concerning the legislative and institutional framework within which the problem to be solved by administrative agencies. It also contains the account of the psychological background, the character of the people, and the tension of the staff of the administrative agency, the initiation, procedure and conclusion of operation, and more specially the process of formulating the administrative decision."

The case study method has been used in United States and other countries of the world as well. The following are the examples of the cases.

1. Twenty cases histories entitled public administration and policy administration, edited by ***Harold Stein***, published in 1952.
2. The Manila Institute of Public Administration, University of Philippines published in 1959. "Focus on Barris" written by ***Jos Almena.***
3. Viet Nam Institute of Administration at Saigon published "Cases in Vietnamese Administration" in 1959.
4. British case history book named "Administration in Action" British case Studies" written by ***F.M. G. Wilson*** was published in 1961.
5. Indian Institute of Public Administration had published "cases in Indian Administration", and "Abolition of the Labour Appellate Tribunal."
6. "The Judicial Review of Public Actions" by Fazal Karim (Rtd) Judge of Supreme Court of Pakistan, Lahore 2006.

There are a great deal of significance of the case study method in the study of Public Administration, which are as under:-

1. It illuminates the decision making behavior of the administrator in the administrative environment.

2. It gives us an account of the various factors that influence given decision, which leads us to take decision very easily.

3. It is very useful to study the empirical behavior of decision makers in public administration.

Thus the case method is a valuable tool to enlighten the dynamics of decision-making in public organization.

Although the method is useful to study the dynamics of decision-making, yet it is unable to provide the conceptual knowledge and principles of public administration, which is necessary for successful practice of public administration. In the words of ***Dwight Waldo***, "The case method is going to be a permanent feature of the study and teaching of public administration.

6. THE COMPARATIVE APPROACH

The comparative method is as old as political science, as Aristotle used the method in writing "Politics," but in public administration is a new approach. First of all ***Woodrow Wilson*** stressed the need for comparative study of public administration in 1887. He anticipated that comparative study of administration would yield, "one rule of good administration for governments alike." ***Robert Dahl*** in his essay, "The Science of Public Administration: three problems," emphasized the utility of comparative public administration approach to develop the science of public administration." An eminent scholar of Unites States. ***Fred W. Riggs***, wrote a book entitled "Ecology of Public Administration," and advocated for comparative public administration.

What is comparative public administration? In simple words, it means to study the contemporary systems, or it may be defined as cross-national public administration. It seeks to compare the administrative structures of different nations with different cultural settings. The purpose of such comparison is to find out the universal elements in public administration and build a theory of public administration.

The advocates of this approach believe that public administration is conditioned by the environment in which it operates. There is differences of environment of different nations, therefore, there is difference of systems. The comparative study focuses on common elements in different kinds of administrative systems and strengthens theory building in public administration.

The new trend in comparative study can be better understood, if we first note the characteristics of the earlier approaches.

The main characteristic of the earlier approaches was to put it in the words of ***Gladys M. Kammeror*** that, "the study of comparative government has been too largely essentially a series of unrelated studies of individual foreign governments as such.[8]

The characteristics of the earlier approaches are as under:-

1. Administrator should be non-political and technical. (Ttraditional)
2. Ideal best pattern of administration may be prescribed. (Scientific)
3. There should be complete dichotomy of politics from administration. (Traditional)
4. Formal aspect of organizational structure i.e. material and method, may be given due importance. (Scientific)
5. Informal structure must be kept in mind, when discussing the administration. (Human Relations)
6. Individual behavior may be noted. (Human Relations)
7. Historical facts of a particular issue must be considered. (Case Study)
8. Social, economics and political environment must be understood. (Ecological)

Comparative approach is useful in so far, as it helps us to know whether the administrative practices in a particular nation are applicable to other nations. From the brief explanation as given above it is clear that comparative approach to public administration is traditional, scientific, behavioral, historical, ecological and empirical in nature.

Comparative approach is useful to trace out the best possible method to the study of public administration, as none of the previous mentioned approaches, is adequate by itself. The subject matter of public administration is so complex and yet so unexplored that it needs to be approached from all possible angles.9 The comparative approach can do the needful.

(B) RELATIONS WITH OTHER SOCIAL SCIENCES

Public administration is social science, which aims at the welfareness of the human-beings. It deals with one aspect of human behavior i.e. administrative, just as the other social sciences deal with certain other aspects of human activity. The administrative behavior could not be studied without studying the human behavior as a whole. The administrative aspect can be studied by public administration; while other aspects can be studied through other social sciences to which they are related. Viewed from this angle, public administration is not a separate and independent discipline, but is only a part of the social sciences.

Public administration is a cross-road discipline, which is in close interdependence and cooperation with other social sciences. It enjoys independence within inter-dependence. That is it enters into a mutual give and take with other social

sciences. In the words of ***McIver and Page:*** "It is always the focus of interest that distinguishes one social science from another. We should not think of social sciences as dividing between them physically separate area of reality. What distinguishes each from each is the selective interest."[10]

1. Public Administration & Political Science:

Politics deals with government; while administration is government in action. The two, therefore, are two shades of one thing.

Public administration is still continued to be a part of political science which bears ample testimony to their close relationship. It is still a fact that "an understanding of politics is the key to an understanding of public administration, politics and administration are two sides of a single coin".[11]

Writers on the subject have found it difficult to make a distinction between politics and administration. ***Prof. Pfiffner*** has rightly said that in some cases politics and administration "are so intermingled and confused that a clear distinction is difficult", and he further adds that "the line between two should be shaded from to various shades of grey finally merging almost imperceptibly into the white."[12]

Political executive are mainly concerned with formulation of the policies; while the administrators are bound to implement those policies. In a democratic country, civil servants are mainly drawn from the middle or upper class and they are bound to cooperate with the ministers, who are drawn from the political parties. The ministers not only tolerate the frank expression of views by their administrator subordinates, but consider it essential and officials on their parts. They are willing whole heartily to implement the policies finally decided upon by their administrative chiefs, even though they may have opposed them.

However, some earlier writers on the subject made sharp distinction between politics and administration. They developed the dichotomy between politics and administration. Policies formulation is the subject of politician, while execution is of administration. The first was Woodrow Wilson, who drew a line of distinction between politics and administration. He says, "Administration lies outside the proper sphere of politics. Administrative question are not political question. Although politics sets the tasks for administration; it should not be suffered to manipulate its offices. The field of administration is a field of business. It is removed from the hurry and strife of politics; it, at the most, stands apart even from the debatable ground of constitutional study."[13]

Prof. Pfiffner also enumerates the points of distinction between political and administrative officer as under:-

Political officer	Administrative officer
Amateur	Professional
Non-technical Partisan	Technical Non-partisan
Temporary	Permanent
More public contacts	Fewer public contacts
More legislative contacts	Fewer legislative contacts
More policy formulation	Less policy formulating
More decisions	More advisory
More coordination	More performance
Influenced by popular opinion	Influenced by technical data collected from study and research.

There is great difference between the duties of political officers or ministers and that of administrative officers, as it is clear from the above statement of ***Prof. Pfiffner.***

We can also differentiate between political science and public administration on the ground that while the politician was mainly concerned with the exercise of political power, namely, how to win power, keeping and dislodging his opponent from it, the administrator exercises only such power as assigned to him, by the virtue of his position in administration. His duty is to use the power for the sake of rendering services to the people.

The political administrators are temporary and are elected for the fixed period of five or four years; while the administrators are permanent and have adopted their permanent career service. The administrators get pay and allowance while the political officers get only allowances etc.

Lastly, there is political theory which has so long been divorced from the study of public administration. The political theory is philosophical; while public administration is empirical in nature. But of late this divorce between the two has ended in happy reunion. As ***Prof. Dwight Waldo*** says, "student of administration have been reaching out towards political theory and have been themselves contributing in an important way to political theory."[14]

Both these views appear to be going toward extremes. The reality is that public administration and political science are two sister social sciences. One is mainly concerned with the political process in the government, such as election, legislation and execution of public policy, while the other is largely concerned with the administrative processes, which have mainly to deal with the implementation of policy. However no

clear cut lines of demarcation can be laid down to say that here politics ends and administration begins. In actual practice, ministers, who are primarily politicians, have much to do with general administration. Similarly, administrators, particularly at the top level have much to do with public policy, even though as they are advisors to their political masters.[15]

Moreover politics and administration meet in the fields of constitutional law, local government and international relations. There is close relation between principles of constitution and principles of administration. Administration's form and structure are largely determined by constitution. In the case of local government, there is much overlapping of the subject matter between political science and public administration. Likewise the administration executes the international law and develops international relations, and represents in international organizations.

As conclusion, it can be said that political science and public administration are two species of the same genius. Political science is concerned with the theory of state and government; while public administration deals with activity of the government. One deals with the why and what of state; while other with how. There is much give and take between the two; with some difference of scope of the two sciences.

2. PUBLIC ADMINISTRATION & HISTORY

History is record of facts and figures of the past experiences of the human being. Public administration is essentially a subject dealing with the rules and the social actions. The administrative problems of the past and how these were solved, are the material of interest of the modern administrators. Therefore he has to take help from the history.

However there are some differences, as they are independent disciplines and they did not draw close to each other due to two reasons. First the early administrative theorists did not care for the historical facts, when they were evolving the administrative theory or building the administrative structure. Secondly historians also did not devote much attention to administration and its problems. They were interested in recording the somatic stories of princes and adventures of dynasties, than origin and growth of administrative agencies and departments.

In modern time the writers of administration began to take in to consideration the historical facts, when they are building administrative theories. They turned to history in order to draw comparison between institutions. ***Dr. L.D. White*** wrote his four volumes book on American administrative history. ***S.B. Chrime's*** "Introduction to the Administrative History of Medieval England," is another remarkable work. ***J.N. Sarkar's*** "Mughal Administration" ***Abdul Fazal's*** "Ain Akbari and Akbarnama," are the examples on the administrative history.

Under the new impact of administration on history, history has become the scientific analysis of the social, political, administrative, economic and cultural life of the

people of the past. On the other hand administrative scientists have broaden their outlook in historical perspective. An administrative outlook on the part of historian would make the study of history more fruitful.

It is worth mentioning that the system of record keeping in the government department is a valuable contribution to the growth of literature on administrative history. The compilation and maintenance of files in the offices would serve a number of advantages not only for the development of the public administration, but also for administrators. ***Firstly***, it ensures the systematization of precedences; which introduce uniformity and consistency in administration. ***Secondly***, future policies and programmes can be easily formulated through files and records. ***Thirdly***, records enable the ministers to answer questions in the parliament. Thus records help in the development of responsible system of government and administration.

The modern administrative thinkers study the public administration through historical method and approach. Administrative history seeks to explain the administrative institutions and arrangement of today in the light of the past experience.

3. PUBLIC ADMINISTRATION AND ECONOMICS

There is close relation between public administration and economics, because public administration has every day to deal with immense economic problems. Public administration has to interfere in economic and industrial fields, due to the industrial revolution and its impacts on the social life. Public administration has not to confine itself to the maintenance of law and order and administration of justice, but to regulate hours of the work, condition of service and remuneration of workers. It has to regulate the economic and business fields in the interest of social justice.

It is necessary for the present day administrator, to have comprehensive knowledge of economics. Every administrative policy has to be based on economic planning and on completion, it must have the economic benefits. The forms and procedure of administration depend to a large extent upon economic factors. Thus public finance, budgeting and financial administration are subjects of common interest to both public administration and economics.

At modern time, there is tendency on the part of governments to intervene in the economic life of community, thus the areas of administration and economics merged into a separate discipline known as economic--administration. The economic or business administration is being taught in economic plus administrative institutions. Thus there is greatest similarity between public administration and economics.

Business administration took definite shape under the influence of scientific management movement. It developed its own tool and techniques. Which were borrowed by public administration. Most of the organizational forms and principles, personnel management methods, office-management practices were borrowed by public

administration from business administration. Similarly many other techniques like planning, budgeting, coordination and arbitration of public administration were taken by business administration.

The new economic development of the world has changed the structure and methods of public administration. Public corporation is an unique example, which is derived from joint stock companies. Economic administration has developed the techniques like rationing and controlling of production and supplies. The personnel techniques like recruitment, training, compensation, promotion and retirement depend upon the financial conditions of an institution. Thus public administration is deeply indebted to science and practice of economics.

The formulation of economics and developmental plans is the responsibility of economic-experts; while their implementation is the sole responsibility of administration. For examples five years plans in Pakistan, are made by the Planning Commission and Finance Ministry; while their implementation is made by the public administrators. If our administrators and administration fail, our planning fail. If planing fail, the economic experts or Finance Ministry fail.

4. PUBLIC ADMINISTRATION AND SOCIOLOGY

Sociology is the study of human behavior in a group and it studies society in its fundamental form; while public administration is mechanics of social acts. Besides being organized in a huge hierarchical structure, they also enter into social intercourse and can thus be called as constituting a social group. The larger the organization, the greater growth of smaller social groups. These groups develop their own loyalties, their own sympathies, their own ethics and outlook; which affect the organization, thus deeply influencing the work of administration. Sociology provides useful informations to administration about these groups and their social life. The studies of sociology regarding status, power, occupation, family and caste are of special interest to public administration.

Bureaucracy in public administration is forceful institution, while in sociology it is considered social structure meant to carry community action into a rationally ordered social action. ***Max, Weber's*** essay on `Bureaucracy is a valuable contribution for the writer to the study of public administration. His study has proved of immense value in studying power relationships in an organization.

The behaviorist writers of public administration like ***Herbert Simon***, have contributed a great deal to the development of the sociology of administration. According to this group, all administrative problems are viewed in their environmental setting. With the help of opinion surveys and sampling, many administrative problems have been solved. An administrator has to know about the necessary sociological background of the place and the people where and whom, he is called to serve. Thus sociology has given

public administration a new perspective. if it is issued judiciously, may broaden the horizons of public administration a great deal. The "Ecology of Administration" of Herbert Simon is the example of this approach.

5. PUBLIC ADMINISTRATION AND PSYCHOLOGY

Psychology is the study of human mind; while the public administration the study of activities of organization; which comprises of individuals. As a reaction to the scientific approach to the study of public administration, a psychological approach developed.

Previously public administration did not know about any psychological trend and devoid the psychological interest. At that time the efforts was to apply the mechanical principles to the problems of administrative organization, and to discover universal principles of science of administration. But since 1940s, administration is being increasingly studied from the psychological angle. The psychological approach has opened new vistas of knowledge to public administration. It paved the way for the informal structure of an organization. It is pointed out that an organization would work efficiently, if there is goodwill, mutual understanding and sympathy between the head and the subordinates. Except the formal hierarchy, there are many informal groups of employees. These groupings have for a greater influence upon the ideas and attitude of the workers than the superior's commands and circulars.

The psychology has the immense influence over administration, which is being viewed from a new angle known as "Human Relation approach" of administration. The approach has made very deep contribution to the study of public administration in the form of developing a whole system of motivation, incentives and morale in public service. Psychology has also developed the selection techniques for recruitment to public service. Psychological tests have adopted by the selection commissions for public officials. Arrangement for staff counselling suggestion boxes, mutual consultation and management employees cooperation devices have been developed on the basis of psychological study of public administration. Likewise, the psychology has developed the training techniques, public relations and publicity systems of government. Thus psychology has major contribution to the understanding the techniques and methods of public administration.

6. PUBLIC ADMINISTRATION & LAW

Public administration operates within the framework of the law of the soil. Illegal and contrary to law acts can not be accepted in government administration. A government official can not work outside the frame work of law. He can not break the law, but also apply it, both in letter and spirit. If he exceeds his powers, he becomes subject to the law courts.

Public administration and law are closely related with each other. In the Commonwealth countries, public administration has been studied as a part of constitutional law. In European countries, public administration is considered to be a part of the administrative law. Law regulates administrative action, hence it is the prime mover of administration. Administration is, therefore, a part of the study of administrative law.

Administrative law not only deals with the rights and obligations of the public officials and the citizens in relation to each other but also with organization, powers and functions as well as internal relations of administrative agencies. Most laws contain public policy as ***Prof. Woodrow Wilson*** says, "Public administration is the systematic and detailed execution of public law."[16]

Administration is also concerned with making of law. Administrators not only implement the laws, but sometime they make the laws or at least help with in the making of law. The proposals of legislation are made by the administrative departments. They prepare drafts, which take the shape of final legislation. Some time administrative officers directly make laws, rules and regulations through the authority of delegated legislation.

Public administration too, has influenced the basic concepts of law. Now the law must give greater protection to the weaker section of society. This is in the interest of social and economic justice, which administered aims at promoting, such laws are not only administered by ordinary courts, but by special administrative tribunals, made up of administrative officials and legal experts.

Public administration is very closely related to constitutional law and can make valuable contribution to it. ***Woodrow Wilson*** explained this relationship as under. "The study of Administration", philosophically viewed, is closely connected with study of the proper distribution of constitutional authority. To be efficient it must discover the simplest arrangements by which responsibility can unmistakably be fixed upon officials, the best way of dividing authority without hampering it; and responsibility without obscuring it. And this question of distribution of authority, when taken into the sphere of higher, the original function of government is obviously a central constitutional question. If administrative study can discover the best principles upon which to base such distribution it will have done constitutional study an invaluable service."[17]

7. PUBLIC ADMINISTRATION & ETHICS

Public administration is also related to Ethics. Ethics deals with the moral values of the community, administration takes care of these values while enforcing public policy. Public and professional morality now constitute an integral part of the study of public administration. In the words of ***Dr. Appleby***, "Moral performance begins in individual self-discipline on the part of officials, involving all that is meant by the word character. But this is not enough. It also requires systematic process which supports

individual group judgment, enriched by contributions from persons variously equipped and concerned and differentiation in responsibilities of each other and to a whole public responsibility. The official individually and organizationally must be concerned to be beyond simple honesty to a devoted guardianship of the continuing reality of democracy."[18]

Some theorists lay down some standards of the economy and efficiency, for administration. These are not the absolute criteria of judgement for public administration: but they derive their content from some ethically desirable object. The dichotomy of ethics from administration is undesirable and impracticable and it makes administration colorless.

C. STUDY OF PUBLIC ADMINISTRATION IN PAKISTAN

The study of public administration is comparatively new in Pakistan. Till recently, public administration following the British traditions, was held to be domain of bureaucratic elite, who had joined the civil service. The generalist administrator are asked to execute the policy made else where.

Independence of Pakistan created new situation for public administration with unstable political conditions and untrained politicians. the civil service had assumed the leadership and began to direct the destinies of the nation. It was realized if the country was to be modernized it should be equipped with modern scientific and teleological tools. Public administration was recognized one of the most effective tools on which emphasis was laid in First Five Year Plan. "The universities should be encouraged to start courses in public administration either independently or in conjunction with subjects like political science, sociology and business administration"[19]

The National Commission on Education endorsed the trend laid down in the first five year plan and emphasized "That courses in public administration would be of great advantage to young persons wishing to enter public service and we have no doubt that once having entered public service such person would be able to raise the standards of efficiency in the fields of public and business administration".[20]

Public administration had been studied as a part of general study of political science up till the establishment of an institute of public administration in Karachi University in 1955. The institute was established by the University of Pennsylvania under an agreement with the International Cooperation Administration, with the Government of Pakistan and the University of Karachi.[21] The experiment was not successful and was ended abruptly in 1960.

Later on, a joint venture was undertaken by the University of the Punjab, by establishing an exchange programme with University of Southern California and a postgraduate Department of Public Administration was inaugurated in June 1962.[22] The department has been providing instruction for Master degree in public administration. So far the department has been a success. The classes are being held in two shift a morning

class consists of full time students, while the evening classes contain the personnel serving in various government, semi-government, and private offices as top and middle executives. The Department of Public Administration has been upgraded upto the level of institute; which is now known as Institute of Administrative Sciences.

This successful experiment has now encouraged by other universities. University of Dacca and Peshawar had started the similar courses. Later on, the universities of Sind Karachi, Quetta, Multan and Bahawalpur made provision for an optional or compulsory paper on public administration as a part of M.A. political science. Gomal University has established a department of public administration, which is conducting classes in public administration leading to the Master's degree. The Department of Political Science of Sind University was preparing students for diploma course in public administration. A separate and full-fledged department of public administration has been created in the University of Sind in 1985. It is imparting instructions for master degree in public administration.

The objective of education in public administration in Pakistan have been influenced by two opposing educational systems: the British system; which produces a liberal elite; and the American system, which prepares the individuals those are well-versed in vocational, professional or scientific training. There is need of amalgamation of two systems; preparing students capable of making decisions on policy issues involved in political, economic and social problems. Therefore the education of public administration should not only be confined to the "Holy Trinity" of personnel, financial and O.M. techniques, but should aim at producing educated men and technically competent administrators, persons well-versed in theory, as well as administrative practices and skills or what Lasswell calls persons having contemplative and manipulative skills.[23]

NATIONAL INSTITUTES OF PUBLIC ADMINISTRATION

The institutes have an ambitious plan to lay the foundations of administrative reform and at the same time to give public administration both a professional and practical basis. For this purpose two National Institutes of Public Administration in Karachi and Lahore and two more newly established at Peshawar and Quetta, are operating. They are providing in service training to civil servants of grade 17, 18 and 19 of federal and provincial government. There are comprehensive courses of 14 to 16 weeks in the public administration, development administration, fiscal administration and personnel administration. Special courses are also arranged to meet the requirement of agencies desirous of providing such training of their officers.

The main objectives of the training of administration and management at National Institute Public Administration (NIPA) are as:[24]

i) To review and assess the present methods, techniques and problems of public administration and national development in Pakistan.

ii) To afford trainees an opportunity to share their ideas, experience and insight with each other in the field of public administration.

iii) to acquaint the trainees with new approaches and emerging concepts, skills and participation of management and human relations.

iv) To review the problems of national development with special reference to specific plan and projects.

As conclusion it can be said that the need for in-service training in administration and management at all level is generally accepted in Pakistan. In fact N.I.P.As are the only institutes those offer in-service training to officers of BS 17 to BS 19 in administration and management. One institution of this type in each province can not accomplish the tremendous in-service training need, that to be fulfilled.

The National Institutes of Public Administration in Pakistan, also publish their journals known as "journal of public administration," which have been informative and stimulating sources of knowledge on public administration in Pakistan.

PAKISTAN ADMINISTRATIVE STAFF COLLEGE

Pakistan Administrative Staff College was established in December 1968, with the help of Syracuse University, Administrative Staff College at Henley and Ford Foundation. It is at the apex of the hierarchy of in-service training institutions in Pakistan. It provides training to the senior executives of grade 20 and above including secretariat, field officers and business and industry executives in General Administration, Development Administration, Personnel Administration, Programme Administration, leadership, role of the administrator etc.

The main course is designed to obtain a better understanding of environment, to study the administrative problems to examine new plans and projects and to develop an appreciation for the importance of personnel initiative and enterprise.[25] The short courses are organized in Industrial Management, Health Administration, Rural Development, Local Government and Personnel Administration.

The training at Pakistan Administrative Staff College is given mostly through syndicates and seminars. Syndicates are groups of nine or ten members along with a chairman and secretary. Meetings of the syndicates are held, issues are discussed and brief reports are prepared containing the main points of discussion and conclusions. Some time seminars are arranged and lectures are delivered to provide the conceptual framework of the various subjects.

CIVIL SERVICE ACADEMY LAHORE.

Under the Administrative Reforms of 1973, the arrangements were made for the training of all new entrants to various groups, at one academy. The Civil Service Academy and Finance Service Academy were merged into one institution called the Academy for Administrative Training.[26] This was later renamed the Civil Service Academy in 1981. The training objectives of the academy are as under:-

1. Developing probationers into well-rounded individuals and developing in them the necessary qualities of the officers of a welfare state.

2. Imparting them with basic knowledge of law and administration, which will enable them to function as civil servant.

The course in public administration, through an independent one, supplements the one in development economics in that seeks to acquaint the probationers with the crucial role of the nation's administrative system in meeting the problems of economic development and discusses the principle of economic development and the roles of the private and public sectors in relation to government. The course consists of three parts: the first part deals with theory and principles of public administration, the second, with public administration in Pakistan, and the third, with management. The first and third are taught by the renowned teachers, while the second by the administrators through extension lectures.

OTHER INSTITUTIONS

There are many other institutions in Pakistan, which are providing pre-entry and in-service training to the employees of Federal and provincial governments in Administration and Management. These are: (i) the District Management Training Institute, Islamabad which trains the members of District Management group. (ii) Pakistan Police Training College, Suhala is providing training facilities to new entrants in police department. (iii) Foreign Training Institute, Islamabad is also giving training to the foreign affairs candidates. (iv) Directorate of Custom Training, Karachi is imparting instructions to the members of custom and Excise Group. (v) Directorate of Income Tax Training Lahore is providing Training to new entrants of Income Tax Group. (vi) Audit and Accounts training Academy Lahore Karachi/Peshawar/Quetta/Islamabad are imparting instructions to members of Accounts Group. (vii) Directorate of Training and Research Pakistan Railway, Lahore is giving training to the A.T.O. and A.CO. probationary officers. (viii) Information Service Academy trains the new comers of Information Group (Ix) Postal Training College, Islamabad is imparting instructions to probationers of postal group and (x) Secretariat Training Institute Rawalpindi is providing training to the members of office management group or secretariat group. Public administration is being taught in all the above referred institutions along with other subjects.

At provincial level, there is an institution, named Pakistan Academy for Rural Development Peshawar which is imparting training in revenue administration, judicial administration and general administration to the provincial officers or former PCS from all the provincial governments of Pakistan.[27] The training method of this academy is combination of theory and practice and is focused on the role of the village level worker, democratic village planning and integration of departmental service to help community development. Secretariat Training Institute Lahore is also playing its role with the regard of imparting training to section officers of Punjab Secretariat, in office management and development.

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Chapter 4
PRINCIPLES AND TOOLS OF ADMINISTRATION

1. *Principles of Public Administration*

- *Principle of political direction*
- *Principle of authority*
- *Principle of responsibility*
- *Principle of social necessity*
- *Principle of efficiency*
- *Principle of organization*
- *Principle of public relations*
- *Principle of evolution and progress*
- *Principle of research*
- *Bureaucratic - Principle*

2. *Tools of Public Administration:*

3. *Constitutional Frame Work of Public Administration in Pakistan*

- *Introduction*
- *Background*
- *Principles of State Policy*
- *Principal Executives of Pakistan*
- *Distribution of Power*
- *Civil Service*
- *Majlis-e-Shura*

4. *References*

Principles and Tools of Administration

Principles Of Sound Public Administration

(1) PRINCIPLES OF SOUND PUBLIC ADMINISTRATION

The role of public administration has been increased with the expansion of state activity in modern time. Public administration is now an all encompassing factor of the daily life of individual as well as the community. Its functions have been increased every where in the world, irrespective of the developed, developing and under developed country. The early philosophy of state's minimum intervention in individual's life become outdated. The modern state has taken new role of accelerator of economic and social change and responsible for providing modern amenities to its citizens.

The factors, which resulted in expansion of state's functions are:

First, the rise of industrialisation resulting in urbanisation.

Second, change of philosophy of state resulting in welfare state.

Third, the two World Wars and the resulting international situation, which increased the function of state.

Fourth, the immense increase of population, resulting in complication of problems and providing necessities of life to their citizens.

These factors led to the emergence of `Great Society,' which in turn contributed to the establishment of `Big Government.' Big Government in the words of ***F.M. Marx*** requires a large apparatus to carry on its many functions of public administration, therefore, achieves the positive objectives. The principles of welfare state have greatly affected the work of public administration and changed its targets, from regulatory functions to various social services as well as development and research.

E.N. Gladden lays down three general characteristics of an efficient system of public administration.[1]

i. It must be capable of meeting the functional aims for which it has been brought into being.

ii. It must be able to meet the long term changes postulated both by alterations in social environment and by general development of administrative techniques.

iii. It must, while conforming to a centralised plan, be capable of meeting the various special demands of the separate departmental units.

Public administration relates to the whole of society and political economy. Therefore successful administration is judged by measuring the worth of any administrative system. The norms of an administrative system are old and new or traditional and modern. The traditional norms are efficiency, economy, good-management and public interest; while the modern are socio-economic progress, equality, liberty and justice. If old and new norms are being measured by an administration, we can say that the administration is successful and is value-oriented.

In most of the democratic states, the government represents the people's choice and administration becomes an instrument for the welfare and service of the people. The twin pillars of democracy are liberty and equality, hence the measure of successful administration is to be judged by the extent to which the administration has served these goals.[2] Public administrator in most of the countries plays a role as servant of public and looks after their general well-being as ***Richard L. Chapman*** and ***Frederick N. Cleveland*** state that:[3]

i) The future administration will be more of a moral leader, mediator and coordinator than mere issuer of orders.

ii) He will learn to be a tactician and politician as he will be subject to vastly increased political pressures.

iii) He may also be called upon to act as an agent of change.

The future administrator has to know as much of management, economics and sociology, history, law and politics. The increased complexity of social change and administrative arrangements will make the task of administration more difficult and challenging. He must be aware of situation and knowledgeable of men, in order to achieve success in his operations.

The conventional image of public administrator is adverse. He has been viewed as synonymous with red-tape, rigidity, conservation, in-aptitude in dealing the crisis, having tendency to suppress grievances, cover up mistakes and ridicule complaints. But modern administrators are expected to be more involved, aware of new administrative techniques and more responsive to public demands. Administration and willingness to

assume new responsibilities, by the following principles. A brief description of these principles is given below:-

i) Principle of Political Direction:

Public administration is an agency and working under the subordination of political executive. The political executives are legitimate rulers by the virtue of their mandate election by the propel. The administrative machinery obey the directions issued by the political executive as defined by the laws and statutes. The administrative machinery fulfills the desires of the political authority and serves the will of others. The administration receives the orders by the political executives and has no initiative left in his own hands. The administration has the initiative in the spheres, which have been left by the superior authority.

Public administration is in the hands of permanent executives, who can not give directions regarding political issues. It is the business of the political executives or elected members or ministers. It is a determined fact that public administrators can not be allowed to involve themselves in political activities. They should keep themselves away from the political activities of ministers or political executives and should remained neutral. If they do not do so, a time may come when they become their own masters or having divergent views with their masters are thrown in opposition. Therefore, it is necessary that the politics should be made separate from administration and administration should be allowed to concentrate upon the task assigned to it.

The principle of political direction is of great significance, as it keeps the administration separate from politics and prepares the administration to do its job efficiently. If the political executives are wrong, then there is no reason that the permanent executive should not be wrong and misguided.

ii) Principle of Authority:

Authority is power of a person, who commands the people to do the thing or gets the work done by them. The authority carries out public administration and the authority should be in the hands of superior. In public administration, principle of authority should be admitted. The superior should exercise the administrative authority. He exercises three sorts of authority: legal or statutory authority, the positionary authority and personality authority:-

The legal or statutory authority is given to him by the rules and regulations of administration. The chief executive exercises his authority within the limits of laws or constitution and directs the people in administration as he was given the right from constitution.

The positionary authority is derived from the nature of position, the superior holds. The authority fluctuates according to the position of the administrator. If he has

high position, then he has immense authority. If he holds low position, then he has less authority.

The personality authority is related with qualities of personality of superior. If the superior is intelligent, knowledgeable, experienced and energetic, he has a lot of authority over his subordinates and has full control over administration. If the administrator lacks these qualities then he has meagure authority and has no control over administration. Thus the principle of authority may be accepted in public administration.

iii) Principle of Responsibility:

The administration should be responsible to the public. The public administration or public administrator is responsible for all the acts to the political executive, who in his turn is responsible to public through the legislature. Thus public administration is responsible to the people for its acts through political chief. The chief executive can ask the public administrator to explain any activity, when required to do so. Adequate records of ground and reasons for its actions must be maintained. That is why, the official business is conducted by correspondence and by written minutes reserved in files.

Public administration is responsible to the people, this responsibility as a whole will tend to require uniformity in administrative action. Civil administrators can not give special considerations to particular individual but they deal equally to all and adopt uniform policy for all. It is very difficult for public administration to justify the undue weightage or action to any individual or group of individuals.

It is pointed out that responsibility is possible only, if there is power. If an administrator entrusted with responsibility, then he must have the power of initiative. Responsibility is always measured by power, the greater the power, the greater the responsibility. Prof. Woodrow Wilson says, "Administration must discover the simplest arrangement by which responsibility can be unmistakably fixed upon officials, the best way of dividing authority without hampering it, is responsibility without obscuring it."

iv) Principle of Social Necessity:

Public administration is much more than mere maintaining law and order or serving as faithful servant. It operates in a social setting such as a national state, taking on its colouration and becoming an important part of its thought and leadership apparatus and hence contributing to its organization or disorganization.3 Social action is impossible without administrative action. Social machinery can not run without the aid of public administration. Public administration is thus very essential part of social links, which operate in a society. It fulfills all requirements of social action. The political executives can not alone execute the social action in all its details, but they have to depend upon the public administration to achieve the desired goal. Thus public administration is a necessary part of the government of a country.

The success and failure of the government will almost depend upon the efficiency of public administration. The political executives formulate the grand plans for social action and public administrator carries out them in right spirit, if it is reverse then all the labour of the political chiefs will turn to a stray. The corruption of civil service turns the virtues of political executives in to evils. Thus it is the public administration, upon whom depends to a great extent the welfare of the people. Every department of public administration has its own place and importance and therefore every office is a necessary part of public administration. One can not say that this office is more important and necessary than the other. Thus the social security programme is administered from local government regional and national offices. The public administration as a whole, is very important to carry out the social actions and plans for the welfareness and well-being of the people.

v) Principle of efficiency:

No government machinery is efficient unless its civil service is efficient. Every human activity needs to be efficient, therefore guidance of such a principle can not omitted from a set of administrative principles because without it the subject would lack a standard by which its performance could be assessed. The principle of efficiency, therefore holds an important place, in the realm of public administration.

Now, question arises how can efficiency be achieved? The answer is that by the rational planning, the efficiency can be achieved. All the departments and their functions must based on rationality. There must be rational point of view in all the activities of public administration. The creation of new post, the split-up of a department, the shifting of a administrative office from one place to another, the enlargement or curtailment of powers of any officer, should carry sound reasons. Reasons form the basis of administrative organization.

For the efficiency of public administration, it is necessary not to change the administrative machinery so quickly. It should be stationary. There should be clear cut assignment of duties and clear policy. There should be also proper arrangements of recruitment, training, promotion and retirement. The personnel may be encouraged for initiative, judgment, invention and effective organization of supply services, stationery printing, accommodation of office, building and furniture. The political executive should involve professional executives in the formulation of policies and programmes, because they know better than every one else.

Another factor for the efficiency is economy. A careful study of the means at the disposal of public administration is very essential for planning a programme of social action and introducing some new measures. Without it the efficiency in public administration is impossible. In other words, the cost of administration should be kept as low as possible, but not at the cost of administrative efficiency. If the ideas of rational

planning and economic efficiency are introduced in the realm of public administration, then there can be hope of efficiency in administration.

vi) Principle of Organization:

In public administration the careful structuring of administrative machinery is necessary. Administrative systems are frequently scalar, that is, they consist of a series of levels. Thus the social security programme is administered from local, regional and national offices. This arrangement creates two new dimensions. The first is intergovernmental relationships and second headquarter--field--relationships. Such dimensions have important repercussions, one of which is administrative process.[4]

The administrative organization should be characterised with `coordination' `integration, `correlation, cooperation, delegation, and decentralization. Every department of public administration must be correlated with each other. Important and independent activities should be integrated at one place. Co-ordination of work of all the parts of administration is absolutely necessary to make the administrative system workable. Central authority through delegation and decentralization must be divided among all the units or individuals of the organization.

Public administration performs numerous activities. It has to defend the state-territories against the foreign aggression as well as to maintain law and order within the state. It has to look after many other activities like health, education, and sanitation of the people. It has to take measures for the economic welfare of the people. These different activities are performed by the different department of administration. Every one should know which department is responsible for which activity. This division of activities make the fixing of responsibility easy; which is known as hierarchy. Hierarchy means the grading of the staff employed. The orders of the chief executive flow down through the hierarchical units down to the bottom. Like wise the compliance of the executive orders, reaches to the top through these stages as referred above. Simply the easy flow of downward and upward communication can exist in the organization, due to these scales.

The principle also introduces the useful analysis of organization by "line and staff". The line agencies are those, which are concerned with primary objectives while the staff agencies are concerned with the secondary objectives of the organization. These agencies exist to support the line executive with specialised informations and wise counsel. They provide the specialised advice and help to the chief executive in performing the primary functions of the organization. The auxiliary agencies help the line executive in maintaining the organization and performing house-keeping activities.

In short, the administrative machinery should be organized on the basis of this principle, because it is the proper organization of administration that depends the efficiency of the government.

vii) Principle of Public Relations:

Public administration is a means to an end and not an end in itself. It exists for the welfare of the people, therefore it is essential that it must understand the needs and desires of the people. The principle of public relations enjoins effective interaction between the administration and the public. The public relations get informed the government about the inspirations and needs of the people on the other it provides complete informations to the public about the deeds and activities of the government. The rightly established public relations can pave way for the installation a true democratic system of public administration.

Public relations are valuable not only to the extent to which they enable to understand the public needs and requirements but also to the extent to which they are able to assist in securing an understanding of the aims and methods of departments, thereby facilitating the integration of public experience with administrative action. Any serious divergence between the theory of government and practical daily life of the people runs grave dangers. Whenever any administrative action injures the people, a revolt may take place. Therefore, it is essential that public relations must be kept all right.[5] Public administration should develop sufficient contacts with the people to make useful adjustment, for efficient administrative system or to serve the people.

Public relations may be maintained properly either by appointing departmental committees or consultative committees. There are many committees on public relation in every administrative system, which are maintaining it. It can be maintained through press, government publications, platform, radio, films, exhibitions and advertisement.

The good public relations must consist four elements:

1. Learning about people's desires and aspirations.
2. Advising the public.
3. Cultivation of satisfactory contact between the public and government officials.
4. Informing the public what the government is dong?

As conclusion, the principle of public relations is of great importance in running the good public administration. Public administration cannot come into conflict with the public due to maintaining the public relations. It is also very useful for democratic administration.

viii) Principle of Evolution and Progress:

If we look back the history of public administration, we can find that administration has progressed too much. If we look at the present situation of public administration, we can also say that it is progressing every day. At the end of 18th

century and during the first quarter of 19th century nothing had been administratively done to cope with a number of pressing social problems. Now-a-days the government has opened new departments like the departments of social security, community development, development planning etc. with the opening of new departments, the administrative force is continually increasing. Voluntary cooperation has been replaced by the compulsory forces. Thus more and more activities have been assigned to public administration and there is no tendency to lessen the activities. Education, health, social security, electricity supply and many other activities, have been added to functions of the public administration.

Today, the relationship between state and individual is not that of opposition, but essentially one of self-help and cooperative effort through a better and more intelligently planned division of labour. Co-operation rather than conflict is the real point at issue. Public administration today has solved a vast mass of problems, which would have troubled our ancestors. Though critics are not wanting, who would criticize the present vast organization, nevertheless it cannot be denied that the new departments have proved worthy of the times.[6]

What does all this indicate to? Nothing more but to the principle of evolution and progress in public administration. Public administration is becoming more and more scientific and evolving itself from old methods to new ones. The progress of public administration is political progress "If there is an engine of government, the administrative side of it is like a flywheel, which maintains as far as possible the constant and even rotation of the mechanism."

As the flywheel becomes more massive and rotates the faster, so is its influence greater and more enduring. But it still needs the motive force of the political engine to set it going and to sustain its operation.[7]

ix) Principle of Research:

The principle of research of public administration has no less significance. Research includes the systematic study and recording of a new methods. In public administration research is carried on, as in the other fields. Administrative foresight and planning should be recognised as a function of public administration and a provision should be made to pursue it departmentally as well as generally. Provision should also be made for the advancement of the knowledge of technique of public administration. New methods and ways should be planned out. "It is one business to do what must be done and another to devise what ought to be done?" Mere automatic and routine performance is not sufficient for the complex tasks now involved in public administration. Thus there is need of continuous acquisition of knowledge and prosecution of research in order to establish a proper basis for policy, for civil government. But there are some difficulties for making research in public administration, because it is social science dealing with human being, where we have no laboratory and instruments like physical sciences. Thus no exact

results are expected, in public administration. In public administration individual mind and experience are unique things and social data can be collected, where general principles are evolved.

In Pakistan, the need for specialisation and research was severely felt and two institutes of public administration one at Karachi and other at Lahore, were established in 1961. The programme was extended and two more institutes one at Peshawar and other at Quetta, were established in the recent years. The institutes have taken up the plans for administrative reforms and research at the same to provide both practical and professional basis. They also propose to guide and direct a basic research programme in public administration.

x) Principle of Bureaucracy:

In some degree all administration is bureaucratic and this also affects its character, a bureaucracy arises in any public or private undertaking, where specialisation, hierarchy, and long times of communication cause rules and regulations to supplant face to face relationships and where as a result, the whole setting of administration tends to become impersonal. These are the internal factors of bureaucracy. There are also external factors including an insistence on strict legalism, a reverence for tradition, a reluctance to institute change and a consequent to rigidity. In the best and legitimate sense of the term, bureaucracy is a necessary and desirable characteristic of large, complicated organizations because it is logical precise, orderly rational and efficient. But these qualities can be carried so far as to create difficulties in another direction; coordination is hampered, people tend to avoid responsibility, if they can; irrational aggrandizements occur; human relations are neglected; and the quality of enterprise becomes conspicuous by its absence. Hence bureaucracy is an asset to administration, but if it is not controlled it becomes a threat. To make its greatest contribution, bureaucracy must be complemented by the factors of enterprise and human relations.[8]

2. TOOLS OF ADMINISTRATION

During the operation of a work, one has to use certain equipments and tools to accomplish the task. For example, the carpenter has to use his saw and chisel, while he is making a wooden thing, the painter has to take help of brush and board, when he is painting a house; the farmer has to work with plough and hoe in his fields and the blacksmith uses his hammer and anvil. Likewise, the administrator has his special instruments to work with. Which are as under:-

i) Spoken or written words:

The main tools of an administrator are his spoken or written words. In primitive society the spoken words filled a larger place in administration; as the administrative machinery was very simple. The rulers and the ruled were in direct contact with each other, and were not separated by long distances. Therefore the issuing oral commands

were very easy. Moreover the facilities of paper and printing were not available at that time. As soon as the functions of state were multiplied and the administrative machinery became very complex, thus the oral directions ceased to be used and written commands began to use. The invention of paper and writing brought in the written words as the chief tool of administration. Administration was not so simple as it was in primitive time. The centres of administration were established at headquarters and in the fields. The field establishments located at long distances from the headquarters. Therefore it was impossible to communicate commands and directions verbally, so these began to be communicated in writing. The written words take different forms like Letters, Reports, Memorandums, Notes, Minutes, Returns, Despatch and Orders. There is a file of the case, which consists of the facts, figures and the action taken. The modern administration depends too much upon the written orders, directions, and necessities of the case. There is trend to postpone the decision and ask further informations about the decision. These doubts are removed through written material and decisions are made in writing. Some time copies of the decisions are asked by the applicants.

ii) Rules & Regulations:

Administrator has also to depend upon the rules and regulations; while he is making decisions. Very often a copy of civil service rules are asked by the decision making-authority. He also asks about the further regulations regarding the particular decision. Some time any rule or regulation can not be found available. The administrator has to dig out the past-record to trace the rule or regulation. All this leads to delay and causes inconvenience and un-necessary harassment to the citizens.

iii) Stationery Articles:

For making of the written words, the administration requires paper, pen, ink and other stationery articles. The stationery department of an office is a costly item of expenditure. Files, trays of paper and despatch boxes which circulate within a department and from department to department loom largely in the daily life of the public office.

iv) Modern Tools:

Modern inventions have brought new tools into administration. The typewriters, telephones, the dictaphone, the shorthand writing, the calculating machines, the registering machines, the hollerith machine, the photography, the duplicator, computers etc. are the gifts of the mechanic age to modern administration. These are tools of the public administration. The lack of any one of these tools can make possible the administration, but not efficient and effective.

In conclusion, it may be said that the tools of administration are not so important as all that. Men like to be ruled by men in the manner of humanity. Though in modern administration written words are of great importance, yet the spoken words can not be totally eliminated. In fact the abuses of the written word i.e. delay, circulation, voluminous writing are corrected by recourse to the spoken word.

3. CONSTITUTIONAL FRAME-WORK OF PUBLIC ADMINISTRATION IN PAKISTAN

Introduction:

All constitutions of Pakistan have established a framework of administration within which the government and administrative agencies of the state operate. Analysis of constitutions of Pakistan is a difficult job, because of their contradictory and complex nature. Islamic principle is often seen as one of the great strength of the constitutions of Pakistan, converting the country into Islamic welfare state.

In the study of public administration, it is necessary to examine the constitutional structure and in particular the relationship between, administrative machine and traditional powers of government: legislative, executive and judicial. Although the administration is attached to the executive branch of government yet it can be seen as a "fourth-power" --- the full-time professional civil service wielding independent power in the field of policy making.[9] In the case of Pakistan, constitutional head of state is President; while the executive power is vested in Prime Minister and his cabinet. They are accountable to the Majlis-e-Shura's both houses, which is supreme body for framing laws in the country.

Background:

The task of framing a constitution for Pakistan was entrusted to the first Constituent Assembly. Unfortunately with the passing away of Quaid-e-Azam and the assassination of Liaqat Ali Khan, protracted political instability prevailed. Ministers came and went in quick succession. The constituent assembly was unable to give a constitution in seven years, and was ultimately dissolved by the Governor General of Pakistan. The Second Constituent Assembly was elected, through indirect voting, which succeeded in framing the Constitution of 1956, proclaiming Pakistan as an Islamic Republic.

Ministerial instability had however, become endemic and it paved the way for an Army take-over. The President of Pakistan declared Martial Law and appointed the then Commander-in-Chief as the Chief Martial Law Administrator in October, 1958. After twenty days, the President was removed by the Chief Martial Law Administrator who assumed himself as president. After three years, Ayub Khan promulgated a new constitution in 1962, introducing the presidential form of government and indirect system of election for president and legislatures, through an Electrol College. The system was not acceptable to the people, who started a mass movement in 1969. Ayub Khan resigned and handed over power to Yahya Khan, the then Commander-in-Chief, who proclaimed martial law and abrogated the Constitution. In March 1970, he issued Legal Frame Work Order and general elections were held in December, 1970. In the general elections, Awami League and Pakistan Peoples Party gained the majority seats in East and West

Pakistan respectively. Various factors intervened and a civil war ensued in East Pakistan; which resulted in the fall of Dacca.

On December 20, 1971 Yahya Khan resigned and Z.A. Bhutto assumed the office of President and Chief Martial Law Administrator. Martial Law was lifted and an interim constitution of 1972 was imposed. Thereafter a permanent constitution was enforced on August 14, 1973. It was federal in character with parliamentary republican system.[10]

During this period of turmoil, the traditional Federal Service system remained intact, and under it the day to day administration was carried on. Several committees and commissions had been appointed to reform the administrative structure and some changes were introduced. With the promulgation of the Constitution of 1973, the "British rank system" was replaced by unified grading system. Under the Constitution, elections were held in 1977 and abandoned due to rigging charges, which resulted in martial law in July, 1977. Gen. Zia-ul-Haq became the Chief Martial Law Administrator. Later on he assumed the office of president on the completion of tenure of Ch. Fazal Ilahi. The constitution was not abrogated by the Chief Martial Law Administrator, but only some of its provisions were held in abeyance. The Supreme Court of Pakistan upheld the validity of martial law under the 'doctrine of necessity'.

In 1985, Gen. Zia conducted elections on non-party basis, which resulted in the establishment of Janaju's government and the introduction of 8th amendment in the Constitution of 1973. The National Assembly was dismissed in 1988 by Gen. Zia, who was later on murdered in air crash and was replaced by the Chairman of the Senate, Ghulam Ishaq Khan. In December 1988, general elections were held and Benazir Bhutto was appointed premier. Again her National Assembly was abrogated and Benazir on August 6, 1990, was dismissed from the office. In November, 1990 again general elections were held, and consequently, the government of Nawaz Sharif came into power which was again dismissed by President Ghulam Ishaq Khan on April, 18, 1993, by using 8th amendment third time. The Supreme Court of Pakistan restored the National Assembly on 26, May 1993. Nawaz Sharif resigned under some unknown pressure and interim government under Moeen Qureshi was established, which conducted general election in October 1993. As the result of the election. Benazir Bhutto came in to power again to run the administration. Again the government was dismissed by the president on the pretext of corruption and misuse of power in 1996. General elections were held in early 1997 and Nawaz Sharif assumed the office; who was removed on 12, October 1999 by Pervaiz Mussharraf, the then Chief of the Armed Forces. Still, he is in the office to run affairs of the state.

PRINCIPLES OF STATE POLICY

Pakistan was created in the name of Islam. Quaid-e-Azam had declared unequivocally that Pakistan would be a democratic state based on Islam principles of

social justice. The principles of State Policy were declared in the Objective Resolution of 1949 and were made preamble of all the constitutions. In the formulation of state policy, the nation has to bring the legal, social, economic and political institutions of the country in conformity with Islamic principles, values and traditions in the light of Holy Quran and the Sunnah. All policy decisions and measures being undertaken for their implementation aim at laying the foundation of a system that will enable the people to lead an Islamic way of life.

The state policy and constitutions provide safeguards for fundamental rights to all citizens, protection of rights of minorities, promotion of social and economic well-being of the people, removal of regional disparities and promotion of local government institutions.[11]

PRINCIPAL EXECUTIVES OF PAKISTAN

1. President:

According to Article 41 of the Constitution of 1973, president is the head of state elected by the members of National Assembly, Senate and provincial assemblies for the term of five years. All the powers of federation are exercised in his name, on the advice of Council of Ministers. He can appoint and dissolve the Council of Minister, as well as the National Assembly on the advice of Prime Minister and not at his own will as this power was taken away from him under 18th amendment of 2010.

2. Prime Minister:

Prime Minister is the chief executive of the federation. He is elected by the National Assembly for the term of five years. He is assisted by a Council of Ministers, called the Federal Cabinet, whose members are appointed by the President on the advice of Prime Minister. Prime Minister alongwith his council are responsible to the parliament. He remains in office, till he maintains the confidence of the National Assembly. He can advice the President to dissolve the National Assembly, whenever he likes.

3. Federal Cabinet:

The Federal Cabinet is responsible for the smooth running of administrative machinery. At present, it comprises the following ministers of the ministries, of the which they are the in-charge:-

1. Minister for Communications.
2. Minister for Cabinet and Secretariat establishment.
3. Minister for Defence.

4. Minister for Defence Production.
5. Minister for Foreign Policy.
6. Minister for Finance and Economic Affairs, Revenue and Statistics.
7. Minister for National Food, Security and Research.
8. Minister for Commerce.
9. Minister for Housing and Works.
10. Minister for Capital Administration and Development.
11. Minister for Industries and Production.
12. Minister for Information and Broadcasting.
13. Minister for Interior and Narcotics control.
14. Minister for Law and Justice and Human Rights.
15. Minister for Parliamentary Affairs.
16. Minister for Religious Affairs and Interfaith Harmony.
18. Minister for Railways.
19. Minister for Kashmir Affairs and Gilgit Baltistan.
20. Minister for Water and Power.
21. Minister for Planning and Development.
23. Minister for Petroleum and Natural Resources.
24. Minister for States and Frontier Regions.
25. Minister for Inter-provincial Coordination.
26. Minister for Investment and Privatization.
27. Minister for Ports & Shipping.
28. Minister for Science & Technology
29. Minister for Information & Technology
30. Minister for Overseas Pakistanis and Human Resource Development.

Beside the federal ministers, there are ministers for state and advisers to the prime minister, which are follows:

1. Minister of State for Education and training.
2. Minister of State for Housing and works.
3. Minister of State for Information Technology.
4. Minister of State for National Health Services and Coordination.
5. Minister of State for Parliamentary Affairs.
6. Minister of State for Petroleum and National Resources.
7. Minister of State for Railway.
8. Minister of State for Religious Affairs.
9. Minister of State for Water and Power.

Advisors

There are only two advisors according to the Constitution of 1973.

1. Advisor to Prime Minister on National Security and Foreign Affairs.
2. Special Assistant on Foreign Affairs.
3. Advisor to Prime Minister
4. Advisor to Prime Minister

Under the Constitution of 1973, the Federal Ministers and Ministers for State are appointed from amongst the members of parliament on the advice of Prime Minister. There is no restriction on their number. It is not essential to make separate minister incharge of each ministry or division. It is again the discretion of Prime Minister to assign work under the Rules of Business. The Prime Minister can from time to time, provide for the distribution of business or reconstitution of divisions as under the present government, four more divisions were created.

DISTRIBUTION OF POWERS

There is a clear distribution of subjects among the Federal and Provincial government, in the Constitution of 1973. However certain subjects are born on the Concurrent Legislative List in which both the Federal and Provincial governments can make laws as well as constitute departments for their execution, The Concurrent List was

abolished under the 18th Amendment Act 2010 and its departments were distributed among the Provincial Governments.

1. Defence of the Federation.
2. External Affairs.
3. Nationality.
4. Citizenship and Naturalization.
5. Telecommunications.
6. Currency.
7. Foreign Exchange.
8. Civil Aviation.
9. International Trade.
10. International Economic Cooperation.

Most of the services in the fields of education, health, agriculture, road, communications etc. are provided by provincial governments. Although the Federal Government can legislate in these fields, yet it restricts itself to making national policy only and deals with the international aspects of such fields.[12]

CIVIL SERVICE

The federal civil services are divided into two categories of cadre and ex-cadre services. Cadre services are constituted under a law with number of positions and recruitment and promotion rules. Its recruitments are made through the Federal Public Service Commission on the basis of competitive examination. Ex-cadre services are mostly on position basis.

The Federal Public Service Commission is a statutory body, which is functioning in close cooperation with the Establishment Division of the Cabinet Secretariat of Pakistan. The following are the occupation groups in the Federal government service.

1. Account group.
2. Commerce and Trade group.
3. Customs and Excise group.
4. District Management group.
5. Foreign Affairs group.

6. Income Tax group.
7. Information group.
8. Military Lands and Cantonment group.
9. Office Management group.
10. Police group.
11. Railway group.
12. Postal group.

MAJLIS-E-SHURA (PARLIAMENT)

The Majlis-e-Shura (Parliament) of Pakistan consists on two houses i.e. upper house and lower house. Upper house is known as Senate; while the lower house is known as National Assembly.

i) Senate:

According to the article 159 of the Constitution of 1973 as amended in 2003 and 2010, Senate consists on 104 members, 23 from each province including 14 general 4 ulema and technocrats and 4 women and 1 minority member, 8 from federally administered Tribal Areas, and 4 from Federal Capital including one woman and 1 technocrat. They are elected for six years by the provincial assemblies on the basis of Single Transferable Vote of Proportional Representation. The senators from tribal areas and federal capital are elected by members of National Assembly of the area concerned. Senators are elected for six years, one-half of them retire after every 3 years. Thus the house remain a permanent house. Chairman and deputy chairman are elected from among the senators for the term of three years.

ii) National Assembly:

National Assembly is lower house which consists on 342 members, but of which 272 are Muslim members, and 60 are women. Muslim members are elected on the basis of constituencies through out Pakistan in according with number of seats allotted to province. Women are elected on the basis of votes received by the political parties in general elections through the systems of proportional representation by the means of list system on the provinces basis. Ten seats are reserved for non-Muslims, who are elected on the basis of separate electorate.

President of Pakistan can dissolve the National Assembly not at his own but on the advice of the Prime Minister. In the case the President dissolves the National Assembly, the election for new assembly would be held within 90 days.

Speaker and Deputy Speaker are elected by the members of National Assembly for the term of five years.

Functions:

Both houses of Majlis-e-Shura (Parliament) have equal powers. But the National Assembly has the superior position in the case of financial matters. The parliament legislates, controls the executive and exercises many other administrative powers as were assigned under the Constitution of 1973.

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Chapter 5
ORGANIZATION

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Organization

Introduction

Organization has significance place in the modern complex public administration. There can be no administration if there is no organization to run it. Thus "organization is the basic tool by means of which the administrative process is kept operating."[1] This shows that organization is essential element of administration and all administrative activities are carried on through a number of organizations.

Organization plays role as a means to an end. It is an important vehicle through which the social objectives of government are fulfilled. The objectives could not be achieved if the structure is not right. The right organization may lead to the right decisions.

Proper organization helps the smooth running of administration. It provides the opportunity to employees to be directed and to coordinate their efforts. It facilitates the distribution of work among different units. It provides channel of communication, command, and coordination. It fixes authority and responsibility for each individual of the organization. All this indicates that organization has many roles to play in administrative process. Its importance to administration accounts for its deep concern with organization.

1. Definition:

"Organization," according to the dictionary, "is the work of connecting inter-dependent parts so that each has a special function, act, office or relation to the whole." Some of the representative definitions are as under:-

J.M. Gaus: "Organization is arrangement of personnel for facilitating the accomplishment of some agreed purpose through the allocation of functions and responsibilities. It is the relating of efforts and capacities of individuals and groups engaged upon a common task in such a way to secure the desired objectives with least friction and most satisfaction to those for whom the task is done and those engaged in the enterprise."[2]

James D. Mooney: "Organization is form of every human association for the attainment of a common purpose."[3]

Milward: "Organization structure is a pattern of interrelated posts connected by time of delegated authority."[4]

Prof. Pfiffner and Sherwood: "Organization is a pattern of ways, in which large number of people, too many to have intimate face to face contact with all others, and engaged in a complexity of tasks, relate themselves to each other in the conscious, systematic establishment and accomplishment of mutually agreed purposes."[5]

Prof. Pfiffner: "Organization consists of the relationship of individual to individual and of groups, which are so related as to bring about an orderly division of labour."[6]

Morstein Marx: "Organization is structure for developed for carrying out the tasks entrusted to the chief executive and his administrative subordinates in government."[7]

Luther Gulick: "Organization is formal structure of authority through which work sub-division are arranged, defined and coordinated for defined objectives."

H. Simon, Smithburg, and Thompson: "Organization means a planned system of cooperative effort in which each participant has a recognised role to play and duties and tasks to perform."[8]

Dr. Gladden E.N.: "Organization is concerned with the pattern of relationship between persons in an enterprise, so constructed as to fulfil the enterpriser's function."

L.D. White: "Organization is arrangement of personnel for facilitating the accomplishment of some agreed purpose, through allocation of functions and responsibilities."[9]

The term organization is used in public administration in three different meanings:-

(i) act of designing the administrative structure.

(ii) designing and building the structure.

(iii) status or structure itself.

Some thinkers like ***Urwick*** restricts the meaning of organization to designing the administrative structure. He defines organization "as determining what activities are necessary to any purpose and arranging them in groups which may be assigned to individuals."[10]

In the second sense Milward has said, "Organization by itself does nothing; it is the staff making up the organization who do the work."[11] Similarly ***J.M. Gaus*** highlights the importance of human element in an organization by his definition. "There is no denying the fact that organization is merely a structural frame-work; it is both a structure and net-work of social relationship and as such, any organizational theory must be basically human." This fact is vividly brought out by the following observation of ***Dimock, Dimock and Koening***, "Organization is the systematic bringing together of

interdependent parts to form a unified whole through which authority, coordination and control may be exercised to achieve a given purpose. Because the inter-department parts are made up also of people who must be directed and motivated and whose work must be coordinated in order to achieve the objective of enterprise, organization is both structure and human beings.... To try to deal with organization merely as framework and without considering the people, who make it up and those for whom, its services are intended would be wholly unrealistic."[12]

Thirdly, in the words of ***L.D. White,*** "an organization is an aggregate of positions and incumbents"[13] and its primary elements are (a) persons (b) efforts and (c) common purpose.

These three views represent a mechanistic phase of organization. Thus "organization does relate to the systematic arrangement of persons, and material involved in the accomplishment of a common task so as to secure the desired objective with the least friction and maximum satisfaction for all concerned.."

Organizations have diverse goals and objectives. To fulfil these goals, they must be self-sufficient, both administratively and financially. Every organization must have adequate resources of men and material to accomplish its objectives.

2. Types of Organization:

An organization has two types i.e. Formal organization and Informal organization, as an administrator has to play two types of role. His role as he plays, when he is in the office, is formal, while his role as he plays, when he is not in the office or in house, or tuckshop or club etc. is an informal.

i) Formal Organization:

It refers to the material and methods of an organization. It is logical, planned and deliberately designed official structure of organization. It is visible official structure, as described by organizational charts. It operates according to the manuals of rules, regulations and procedure. The traditional theorists focussed their attention on the formal aspect of organization. According to them men are not so important, while material and method got great significance. Official authority is the heart of the matter in a formal organization. The hierarchy of a formal organization resembles a pyramid which facilitates delegation of authority to various levels in the organization.

According to Edwin O. Stene, "The formal organization is a number of persons, who systematically and consciously combine their individual efforts for the accomplishment of common task."[14]

According to ***L.D. White:*** "Organization is a formal declared pattern of relationships established in government by law and by top-management. It is based on the nature and volume of work to be done and is dictated by the requirements of efficiency in

sense of securing the most effective use of men and material and by the need for responsibility. It is established by authority and is dominant set of work."[15]

Thus formal aspect of organization is to follow the rules, regulations and certain principles and to permit the individual worker to work within the said framework ignoring his own initiative and judgement.

ii) Informal Organization:

It refers to the men or individuals, instead of material and methods. It is based on network of personal relationships and group ties among the employees. It deals with how the employees behave actually in an organization, and studies their behaviour with each other. This actual behaviour may often deviate from the expected formal behaviour. Several such factors as sentiments, personal prejudices, education, opinion etc. combine to produce a deviation from the intended way of working. The personal likings and disliking may change the working of an organization. The behaviourist theorists focussed their attention on individuals behaviour and their social relationship within the organization. They believe that organization's structure is not so simple like formal structure, but it is highly complex social organization.

According to ***L.D. White:*** "Organization is the set of work relationships that grow out of the mutual interactions of persons working together over long period of time. This structure has been aptly called the informal organization existing side by side with formal."[16]

Differences Between Formal And Informal Organizations:

The following are the differences:

i) A formal organization is official and rational, while informal organization is unofficial and often irrational.

ii) A formal organization is planned structure and it corresponds to a formal design; and informal organization is a natural growth which may not coincide with formal model of organization.

iii) The basic unit of a formal organization may be the department of government or a section or a branch of it. The primary units of informal organization is usually the small groups of individuals in the organization.

iv) The structure and principles of formal organization is documented in charts and informal organization is customary in nature and is referred to actual work behaviour.

v) In formal structure, the chief executive promulgates the rules and regulations, while in informal organization, informal norms and procedures

are adopted by the groups of workers themselves without coercion, and without seeking guidance from chief executive.

vi) For efficiency emphasis is made on material and methods in formal organization; while the men or persons involved in the work, is made in informal organization. Their internationships are necessary for the efficiency and high production.

vii) Some time, the aims and goals of informal organization may come into conflict with those of formal organization.

viii) Formal organization represents the traditional or structural-functional theory; while the informal organization represents the Socio-Psychological or Humanistic theory of organization.

Despite of these differences the formal and informal organizations are complementary to each other. These are two aspects of the same organization. Men, material and method are necessary for an organization. Men refer to informal; while material and method refer to formal organization. Thus both formal and informal aspects are necessary for an organization.

Some time informal organizations arise in a large-scale formal organization. No formal plan of organization is complete without taking into account the influence of informal groups working in an agency. More often than not the informal norms of work groups affect organizational productivity either in negative or positive way. However it is important to bear in mind that the informal organization, no doubt, modifies the formal organization, but does not radically alter it. A workable organization is one, which covers both formal and informal organizations. Thus the formal and informal are two important aspects of an organization, without of one of the both, organization is incomplete.

3. THEORIES OF ORGANIZATION:

Organizations are growing day by day in number and size. They are controlling various aspects of the society and their activities affect all sort of people. Many theorists and scholars have shown their interest in theory building about organization. Organizational theory in the context of public administration enables us to understand how public agencies function and how people behave in them. There are four major theories about organization; which are as under:

a) Mechanistic Or Structural Functional Theory:

The theory is also known as Classical or Administrative Management theory. This theory flourished during the first half of the twentieth century. It also comes within the frame work of the closed model theory of organization.

The main exponents of the theory are ***L.D. White, Henri Foyal, F.W. Taylor, Luther Gulick, L. Urwick, J.D. Mooney*** and ***A.C. Reiley***. The theory reached its climax

in 1930, when Luther Gulick published his papers on the science of administration; and developed techniques of administration such as planning, organising, staffing, directing, coordinating, reporting and budgeting.

According to the theory, organization is a formal design or plan, which can be drawn by the organization engineers according to certain well-understood principles; just as the plan of a building can be prepared in advance, by the architects according to the certain principles.

The theory is based on two fundamental assumptions:

(1) There is body of scientific principles, according to which organization can be spelled out.

(2) The requisite personnel must meet the requirements of this pre-conceived plan. The best known scientific principles of organization are: integration, chain of command, line of authority, span of control, coordination, delegation and decentralization.

The following are main beliefs of the theory.

1. Organization is formal administrative structure; which is created according to the certain principles to achieve the objectives. The formal structure consists of several hierarchical levels with clearly defined jurisdiction of authority and responsibility.

2. Efficiency is most important value for organization. Various parts and sub-dividions of organization are arranged and readjusted to secure efficiency.

3. Design of administrative structure is primary, therefore, the personnel to be employed should be fitted to requirement of the design of the structure.

4. Organizations should be structured according to four bases: (a) purpose, they serve (b) process, they use (c) person, they deal with, and (d) place, where the work is performed. The choice of any one criterion depends on specific conditions. Generally, organization are mix of all four bases.

5. There is sharp distinction between the line (operating) activities and staff (advisory) activities.

6. The individuals are immune from the control of groups and other social factors.

7. It takes into account only the formal relationship in an organization and ignores the informal relationships of individuals and groups of individuals.

8. It takes a mechanistic view of organization and ignores the dynamics of organizational behaviour and individual initiative.

This approach bears the stamp of the engineer seeking scientific precision, logical structure, and one best way of performing each step and of relating the parts to a unified whole.[17] It is marked by for features -- impersonality, specialization, efficiency and hrierarchy and finds out certain universal principles of organization.

Criticism:

(i) This view does not tally with realities. It is impossible to get human material in order, Men can not be changed to suit the jobs. Actually he has to make the best possible use of the non-human material available and not to amend his behaviour according to the requirement of his job.

(ii) The principles of the theory are mutually contradictory. The Span of Control comes into conflict with the principle of having small number of supervisory levels in the organization. Further it is said of the principles that they are not useful practical guides to the administrators.

(iii) There is no human solutions for human problems in the theory. Any attempt to solve human problems with non-human data is bound to be a failure. As Roethlis Berger has said, "a human problem requires a human solution; which requires human data and human tools."[18]

(iv) The approach is unrelated to social and political problems faced by an organization as it concentrate on means without locating ends.

On the whole, the mechanistic approach is too rational and formal to be realistic. It gives too much importance to the formal structure of organization. However at the same time we should not fail to take note of its own contribution to the study of formal organization as units for analysis.

b) Humanistic Or Socio-Psychological Theory:

Humanistic theory arose as a reaction against the Mechanistic theory in 1930s. The reaction began since psychologists entered in administration to study the human behaviour. Its origins lay in the famous experiment of Hawthorne of Western Electric Company; which brought an ideological revolution against the traditionalism.

Prof. Elton Mayo of Havard Business School and his associates conducted an experiment at Hawthorne Plant of Western Electric Company from 1927 to 1932. They conducted two experiments on two groups of workers. One group was of five girls assembling telephone relays and other group of men, who were engaged in making switches. In the experiment the management introduced piece-rate system to stimulate the workers to earn higher income.

The experiment established that the essential nature of organization is humanistic and that the dominant factor in human relationship is the informal group functioning. It is

necessary to understand the multi-dimensional nature of individual, in solving the organization problems.

According to the behaviouralist thinking it is important that organization should devised its objectives taking their staff's needs into account as well as those of organization as a whole. It is primarily related with the analysis of behaviour of groups and individual within the organizational context.

Later, several human relations studies have been undertaken to examine the crucial factors in an organization. ***Miss M.P. Follette, Chester I. Bernard, Dwight Waldo, Herbert Simon*** and other behaviouralits scientists have endorsed the theory. Pfiffner and Sherwood have also enlisted the changing trend in organization theory; which are as follow:[19]

TRENDS IN ORGANIZATIONAL THEORY

FROM	TO
Traditionalism	Social Dynamics
Job-task-Hierarcly	Social process
Efficiency as Mechanical Process	Efficiency as Human Process.
Organization as Bureaucratic Structure	Organization as Social Institution
Control through command	Control through Communication.
Authority from the Top Down	Authority from the Group.
Leadership by authority	Leadership by consent.
Decision as an Individual,	Decisions as Collegial,
Highly centralized Act	Situation.
Regimented work environment.	Democratic work environment.
Technological change by Fiat.	Technological change by consultation.
Social or Financial incentive.	Social and Financial incentive.
Job by subsistence	Job by satisfying experience.
Planning as crisis technique	Planning as formalized process.
Incomplete and delayed process	Complete and current information.
Policy and Administration dichotomy	Policy and administration continuum.
Profit with Buccaneering	Profit with Social Responsibility.

The study, which has been undertaken by the sociologists has assumed importance, because they sought to identify the un-anticipated consequences of traditional pattern of organization. The essential factors of the humanistic theory are as under:

1. Informal organizational behaviour is very necessary for the healthy organization. Formal aspect leaves many gaps, which can be filled by informal aspect of organization.
2. Man is a social animal, hence his behaviour is determined by his relationship with his associates. An individual does not operate in isolation and accepts the influence by his counterpart.
3. For the efficiency of organization, employee's social sentiments, group-feelings, sympathy and similarity of cultural back-ground are important instead of money.
4. The theory believes in the democratic leadership instead of authoritarian leadership.
5. It recognises the human dignity, fosters statisfying social environment and cultivates feeling of belonging and a two way communication.
6. It involves the study of an individual's wants and needs and factors stimulating these goals which satisfy such needs.[20] Needs have been classified as physical safety, social, egoistic and self-actualisation.
7. Authority consists in acceptance of superior's order by subordinates, by developing links with groups and formal organization.

The human relation theory rejects the formal institutionalization. It considers the informal day to day functioning of the structure instead of principles of organization. It assumes that the study of organizational behaviour is very complex process, which has to take into account both the economic and non-economic variables.

Criticism:

i) It is wrongly believed that all problems in an organization will be solved, if human relations techniques are applied to the process of supervision by the management. The organizational relationships are not only determined by informal structure, but also by formal structure, methods etc. As Nigro has rightly observed, "In its emphasis on informal human relations and harmony, it almost totally disregarded the roles of formal structure, technology and conflict."[21]

ii) The study conducted by the behavioralists, only covers the behaviour of small groups within an organization and does not deal with the entire organization; which increases group domination of its members.

iii) The group participation in decision-making is criticised due to increased group domination, blurring of responsibilities, conflict between group and expert judgement, exceeding cost of supervisory functions and its in-effectiveness because of the attitude of management.[22]

To conclude the Mechanistic and Humanistic approaches vary in the following aspects:

(a) Whereas the humanistic approach is concerned with organization evolving effectively from inter-personal behaviour and the mechanistic theory predetermines the organization within which individuals are required to work.

(b) The humanistic theory results in a comparatively flat organizational structure, whereas the mechanistic results in a pyramidal structure.

(c) The humanistic theory regards the authority as a social factor of the organization.

(d) Interdependence is the key factor in humanistic approach which considers that the mechanistic definition of responsibility creates competition.

To end this discussion on organization's theory, it is said that both the Mechanistic and Humanistic theories have taken extreme views of organizations. Neither is wholly right or wrong. An organization, in reality is both formal and informal. The modern theorists on the subject view organization as complex systems of formal and informal relations, in which various types of social groups interact. They are also interested in examining the questions of organization's relationship with its environment. They believe that the workers are members of both an organization and a social system. They also study the relations between organization's structure and performance. This trend is reflected in the writings of many modern thinkers, which is a complete view of an organization.

c) Bureaucratic Theory

Bureaucracy as an organisational model was first developed systematically by ***Max Weber***, an eminent German sociologist, in the nineteenth century. According to him, every organization can be defined as a structure of activities (means) directed towards the achievement of certain objectives (ends). To maximise efficiency and productivity every organization develops a system of specialisation (division of tasks) and a set of systematic rules and procedures. Weber stressed that the bureaucratic form as symbol of specialization, is capable of attaining the highest degree of efficiency, and is in this sense, formally, the most rational known means of carrying out control over human beings in

any organization. It is superior to every other form in precision, stability, discipline and reliability."[23]

Weber tried to identify the various factors and the conditions that have contributed to the growth of bureaucracy in modern times. The development of modern large scale organizations and corporations has led to the development and considerable spread of bureaucracy in organizations. Whatever may be the evils of bureaucracy, it is simply indispensable for the running of complex administrative structures. Secondly, an important factor responsible for the superiority of bureaucratic organizations is the role of expanding technical knowledge, and the development of modern technology. Whether the economic system is capitalistic or socialistic, a considerable degree of bureaucratic specialisation is required to attain a high level of organizational efficiency. Thirdly, Weber repeatedly stressed the fact that the capitalist system has undeniably played a major role in the development of modern bureaucracy. The proper functioning of capitalist system necessitates a stable state and a well organized administration. Besides, capitalism is considered the most rational economic basis of bureaucratic administration itself.[24]

The bureaucratic form of organization, according to Weber, is distinguished by the following structural and behavioural characteristics:

1. Division of Labour:

This involves a specified sphere of competence which has been marked off as part of a systematic division of labour in the organization. Each office holder is the incumbent of an office as long as he holds it, but he cannot personally own the office or the means of production and administration. His job placement is based on his qualifications and/or special training.

2. Hierarchy:

Hierarchy is the second fundamental characteristic which is the feature of any bureaucratic form of organization. There is a clear separation between superior and subordinate offices, i.e., each lower office is under the control and supervision of a higher one. Remuneration is fixed in accordance with the nature of the job and the grade of responsibility. Promotion and career advancement is on the basis of seniority and merit.

3. Written Rules:

Bureaucracy operates in accordance with a consistent system of abstract rules laid down regarding the performance of official jobs. The role of rules has been stressed by Weber so that personal favouritism, arbitrariness or nepotism may not hinder the working of an organization. Every act of personal direction of officials must be justified by impersonal ends.

4. Rationality:

Weber's ideas on efficiency and rationality are closely related to his ideal typical model of bureaucracy. He observed that bureaucracy is the most rational means of

achieving imperative control over human beings. It is capable of attaining a high degree of efficiency since the means used to achieve goals are rationally and objectively chosen towards the desired ends. Rationality is also reflected by the relatively easier means of calculability of results in the organization.

5. Impersonality:

The bureaucratic form has no place for personal whims, fancies or irrational sentiments. Official activity is conducted in a business like manner with a high degree of operational impersonality. Rationality and impersonality are mainly achieved through formulation of rules and procedures.

6. Neutrality:

Bureaucracy is supposed to be a non-political and neutral in its orientation and support to the regime it serves. It is also value-neutral committed only to the work it is meant to perform.

7. Selection on Merit:

Officials are selected on the basis of merit or technical qualifications rather than the considerations such as social status and political affiliations.

In Weberian formulation, bureaucracy is not to be confused with the civil services. It refers to the sociological concept of rationalization of collective activities. The bureaucratic form, according to Weber, is the most efficient organization form for large scale, complex administration that has been developed in the modern world so far. Bureaucracy compares to other forms of organizations as does the machine with non-mechanical modes of production. As Weber wrote: "The development of the modern form of the organization of corporate groups in all fields is nothing less than identical with the development and continual spread of bureaucratic administration. This is true of church and state, of armies, political parties, economic enterprises, organizations to promote all kinds of causes, private associations, clubs, and many others. Its development is, other things being equal, always, from a formal, technical point of view, the most rational type. For the needs of mass administration today, it is completely indispensable. The choice is only that between bureaucracy and dilettantism in the field of administration."[25]

In Weber's view, despite the fact that "the modern state is undergoing bureaucratization", whether the power of bureaucracy as such has been increasing cannot be decided a priori. As he argued, "the drawing in of economic interest groups or other non-official experts, or the drawing in of non-expert lay representatives, the establishment of local, inter-local, or central parliamentary or other representative bodies, or of occupational associations--these seem to run directly against the bureaucratic tendency."

Criticism:

The bureaucratic theory of organization is criticised along several lines.

1. Weber's ideal has evoked much criticism of his statement that a bureaucratic type of organization is, at least from a technical angle, capable of attaining the highest degree of efficiency. Behavioural theorists such as Herbert Simon and Chester Barnard have emphasized the point that administrative efficiency would be reduced by following Weber's structural approach and that efficiency in an organization could be increased through informal organizations and better human relations. Gouldner, who has tested Weber's ideal-type empirically, found that the Weberian model had internal contradictions which are reflected in the tensions between the claims of expertise and the claims of obedience based on discipline. To enable a bureaucrat to function successfully, it is necessary to give him maximum operational freedom. Weber has also been criticized for not paying adequate attention in his theory to human behaviour, relations, morale and motivational factors. His theory has been called a `machine-theory' and a closed system model overemphasising the formal rational aspects of bureaucracy while ignoring the whole range of socio-cultural environment and behavioral characteristics of large formal organizations.

2. According to Laski, bureaucracy is characterized by a passion for routine in administration, the sacrifice of flexibility to rule, delay in the making of decisions and a refusal to embark upon experiments. In his New Despotism, Lord Hewart argued that citizen rights and liberties are now in jeopardy because the typical bureaucrat has lately come to exercise a lot of discretionary power which is strictly against the principles of democratic administration. It has grown and developed under the cloak of ministerial responsibility. Max Weber has himself stated that "bureaucracy is the means of carrying `community action' over into rationally ordered `social action'. Therefore, as an instrument for `socialising' relations of power, bureaucracy has been and is a power instrument of the first order..."

3. R.K. Merton has argued that bureaucracy as an organizational form is characterized by rigidity, overemphasis on rules and regulations rather than on goals and objectives, and marked by lack of public relations and class consciousness on the part of bureaucrats.

4. ***Lloyd and Susanne Rudolph*** have argued that the Weberian model is not necessarily the most rational and effective organisational structure in terms of efficiency. They state:

"Formal rationality (and technology) can contribute to organizational efficiency, but can also contribute to organizational ineffectiveness by building up the sources of alienation and resistance, and fuelling the struggle of power against authority. The persistence or retention of patrimonial elements in bureaucratic administration can mitigate if not eliminate the struggle just as the presence of bureaucratic features in patrimonial administration can (and did) enhance its efficiency and effectiveness."[26]

5. Besides identifying the role of bureaucracy in a democratic government, Weber also analysed the possible ill-effects a bureaucratic system could have on the functioning of a democratic order. He noted that permanent officials may be inclined often to misuse their authority. Bureaucratization which tends to concentrate power in the hands of an administrative elite militates against the principles of democracy. But on the other hand, he also realized that without a rationally selected administrative class, democracy will be plagued by the evils of a spoils system (nepotism and patronage), which in the long run, leads to public waste, corruption, red-tapism and inefficiency.

6. The Weberian model, the critics point out, can best function in a stable environment with routine and repetitive tasks. Its capacity for adaptation to change is rather limited. The model is dysfunctional in terms of development and also in terms of jobs involving innovation and creativity. In the developing countries where rapid change is required to bring about socio-economic transformation, the traditional structure of bureaucracy is ill-equipped to meet the tasks it is called upon to perform. Its limitations in performing development tasks have often been pointed out. The bureaucratic model is too rigid and inflexible to suit dynamic change oriented situations.

7. Other writers on bureaucracy, like ***Presthus,*** have also pointed that the Weberian model is a product of an alien culture which is fairly inadequate for imposition in the developing societies. A study of the interaction between the administrative culture and the social environment in Pakistan makes it clear that the bureaucratic behaviour is more a product of past historic-colonial legacy than of a rationally ordered developed society as said in the Weberian model. Much of the bureaucratic behaviour tends to be dysfunctional, marked in terms of developmental goals by rigidity, red-tapism and formalism rather than goal orientedness.

8. Social scientists like ***Warren Bennies*** have also predicted that the bureaucratic form is outmoded and is likely to disappear in the new developing societies. According to him, every age evolves its own typical

organizational form which becomes extinct with time and bureaucracy; having outlived its utility in the present age it will be replaced by a more adaptable and appropriate form of organization suited to contemporary needs.

9. The concept of bureaucracy has been criticised as being "the product of a specific historical, social and political milieu". To overcome the shortcomings of the bureaucratic model, Riggs introduced his ecological model of public administration. He observes that Weber's ideal type construct of bureaucracy assumes a relatively autonomous administrative system and thus is not particularly relevant to the study of developing societies. In developing countries, the administrative structures do not enjoy sufficient autonomy from other social structures whereas in developed societies they are comparatively more autonomous. Further, in developing countries the administrative structures become multifunctional and are likely to perform a variety of "extra-administrative functions" besides the strictly "administrative". In the fluid environments of transitional developing societies it is difficult to study the administrative sub-systems on the basis of ideal type constructs of Weber. Riggs thus points out the need for developing new conceptual constructs to study such societies which have a mixture of the primitive and the modern.

10. ***David Beetham*** in his seminal work on Max Weber and the Theory of Modern Politics draws attention to three aspects of Weber's theory of bureaucracy. ***First*** was his familiar conception of bureaucracy as a technically efficient instrument of administration. Here, Weber's main emphasis is on the purely technical, instrumental nature of bureaucracy. The ***second*** aspect of his theory refers to bureaucracy's inherent tendency to exceed its instrumental function, and to become a separate power group—within society capable of usurping the societal goal-setting function which properly belongs to the politician. The ***third*** aspect of Weber's theory involved a conception of bureaucracy as reflecting the class structure of society. It was unable to free itself from the outlook of the social classes from which it was recruited and to which it was allied.

Recently, a very incisive comment on the Weberian model has been made by Claus Offe. All that a rule-bound bureaucracy has to do is to blindly and mechanically apply the legal norms to specific situations. This kind of bureaucratic rationality Claus calls "the unadulterated realisation of norms" or, in brief, organizational rationality. There is a second type of rationality which he calls systematic rationality. It refers to the bureaucratic fulfillment of the functional requirements of their societal environment. As Claus observes, "Under conditions of developed, welfare-state capitalism, the rationality of bureaucratic action does not guarantee, but rather perhaps conflicts with, the

functionality rationality of the political system." He however points out, under exceptional circumstances, when societal conditions permit the highest degree of unrestricted application of rules, the two criteria of rationality may be congruent.

d) System Theory:-

System theory is the development of the recent years, it came into vogue in 1960s. First of all we should know, what is system"? System is "any set of interrelated and interdependent parts." Or "it is a collection of objects unified some form of regular interaction and interdependent." The system include all types of systems such as mechanical or physical, biological and social. The system has the following characteristics:

i) The system is made up of the several parts.

ii) The parts are interrelated.

iii) The parts are interdependent.

iv) The system has boundaries and purpose.

Systems are classified in to two categories: "Closed" and "Open" A closed system does not interact with its environment or the operations of a closed system remain unaffected by its environment. An open system does interact with its environment. Social systems including formal administrative organizations are the open systems, because they continuously interact with their environment, as they are totally dependent on their surroundings for the resources needed to survive.

Following are some characteristics of open system:

i. It consistantly seeks and imports resources (inputs) in human and material form.

ii. It transforms inputs into outputs through technical process.

iii. It exports its products to the externl environment.

iv. It works around the patterned activites that forms relatively stable and predictatble inputs through input and output cycle.

v. It supervises organization by develoing a varity of machanism to acquire store and allocate scarce resources efficiently.

vi. It keeps the system on course with regards its goals through feedback, etc.

vii. It seeks equilibrium or stable organization by adapting significant environmental change.

In recent years, organization theorists have attempted to explain organizations by applying the "System Theory". This theory is made use of the study of the problems of organizational relationship, inter-relationship and structure.

According to "System Theory" an organization is treated as an "example of a system" i.e. a set of interdependent parts forming a whole with objective of fulfilling the some definable functions.

This theory views that organizational system made up of interdependent factors, including individual's or group's attitudes, motives, formal structure interactions, goals, status and authority. This definition makes it clear that organizations are traced as open systems.

According ***Argyris*** "an organization is an organic inter-relation of parts; which has essentially three activities: achieving particular objectives; maintaining itself internally; and adapting to the internal environment."

Herbert Simon regarded the "organizations as semi-autonomous systems, which develop their own internal goals i.e. performance, objectives and conservation objectives; which relate to the organization's desire to survive."

Herbert Simon as a chief contributor to system analysis says that organization is a total system, a composite of all sub-systems, which serves to produce the desired output. His basic assumption is that the elements of organizational structure and function emanate from the characteristics of human problem-solving processes and rational choice. Therefore organization is viewed as system comprising of individuals reacting to their needs.

An organization is a "system" that receives ***inputs*** from its environment and transforms them into ***outputs***. The process of conversion of inputs into outputs is also known as ***throughput***. The inputs are in the form of demands from environment and human and material resources. The outputs take the form of goods and services. Some outputs are consumed in maintaining organization as system and rest are exported to external environment. Some times organization works as feedback of the system in the shape of providing information, performing output and guiding and controlling the activities.

Under the "system theory" an organization may have a single purpose or set of purposes. In the case of organizational system, we have to identify its boundaries from its particular field of activity such as law and order, national defence, education, public health etc. Its boundaries are abstract and they have to be discerned from its activities.

Sub-Systems of a System: It is clear from the "system theory" that an organization is a set of interrelated and interdependent parts. The various related parts are known as sub-systems. An organization also may be treated as a sub-system in relation to

some bigger system, of which it forms a part. A sub-system in an organizational system is identified by the role it plays in the over all system. The efficiency of an organization depends upon the effective functioning of several key sub-systems. Following are the sub-systems:

1. Production sub-systems:

These are concerned with the main functioning of the organization i.e. conversion of inputs into outputs or meeting the demands of the masses.

2. Supportive sub-systems:

These keep the organization itself functioning; which include procurement of raw materials, disposal of goods and services and maintaining relationship with external factors.

3. Maintenance sub-system:

It refers to maintenance of stability and predictability of the organization's central activities.

4. Adaptive subsystems:

These help the organization to adjust to changing environmental conditions and needs through planning and research.

5. Managerial sub-systems:

These are concerned with managerial functions such as coordinating and controlling the work of other systems in the organization and allocating human and material resources.

Systems when they work in social environemnt are "self steering" and use informations (feedback) about the their performance-environemntal responses to outputs – to guide and control their behaviours. By developing mechanism to collect, interpret and apply feedback effectively. Open systems retain their capacity to adopt, to achieve goals and to protect their equilibrium, they rely on feed-back to resist entropy.

A simple example of a system functioning is a public educational institution that receives inputs in the shape of students, teachers, funds, laws, community expectations and social values, transform them in to an education process and produces graduates (outputs) with certain social characteristics and technical skills. The institution receives derect feed-back about outputs from parents, employers, alumni and concerned community groups. It obtains indirect feedback through changes in quantity and quality of inputs from powerful elements in the environment; which are governing authority, legislature and public opinion.

It the feedback is positive, the administration will tend to continue functioning on the some time. If it is negative, the normal reaction would be to make adaptive changes necessary to bring output into time with environmental responses.

The role of adaptive sub-system is critical because feed-back must be obtained and interpreted accurately, if the system is to respond appropriately. This supportive sub-system function in the creation and application of organizational stretagies designed to influence the external environment to provide politcial support, personnel and money. They managerial sub-system coordinates and integrates the organiztional aspect of the process, applying administrative and political technique to the task of securing resources and community support.

Following are merits of system theory:

1. The system theory is a mixture of many elements from Structural Theory, Human Relation Theory and Bureaucratic Theory. It is not opposed to either of them. It does not condemn the structure; but it adds that an organization interacts with its environment, and bureaucracy helps in its transformation of inputs into outputs.
2. The system theory has been developed mainly to explain aspects of performance and behaviour. From the point of views of the practising administrator it is likely to offer useful perspectives and be helpful in revealing past weaknesses and enabling the establishment of better structures.

4. PRINCIPLES OF ORGANIZATION:

1. Hierarchy:

Hierarchy is also known as "Scaler System" and "Chain of command." Literally it means the control of higher over lower. But in public administration it means "graded organization of several successive steps, in which, each one of the lower level is immediately subordinate to the next higher one and through it to the other higher steps right up to the top."

Hierarchy is a method, whereby the efforts of many different individuals are geared together. In every large scale organization, there are few, who command and other are be commanded; which results in establishment of superior subordinates relationship through several levels of responsibility reaching from top down to the bottom of the organization.

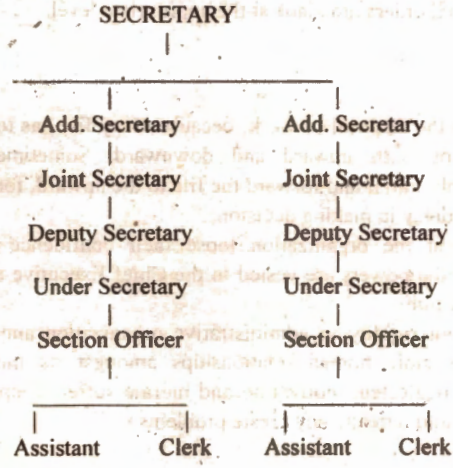
Mooney and Reiley call it the scaler system, in their words, "A scale means a series of steps something graded. In organization, it means the grading of duties, not according to different functions, but according to degrees of authority and corresponding responsibility. For convenience we shall call this phenomenon of organization the scaler chain... When ever we find any organization of the people related a superior and subordinate, we have the scalar principles."[29]

Simply hierarchy refers to the arrangement of several individuals or positions in an organization in such a way as to ensure the supervision of the lower by the higher.

The following are main features of the principle of hierarchy.

1. The entire administrative function is divided into successive units and sub-units.
2. These units are organized in a phyramidical form.
3. The authority, command and control descend from top downward to bottom.
4. No immediate step is skipped over in dealing with the people from the top to lower or vice versa.
5. A person who is given responsibility, will have authority commensurate with his responsibility.
6. A subordinate will have only one superior from whom he will receive orders. He will not receive order from a person of lower or equal status.

In hierarchical organization or in the scaler system, authority, command and control descend from the top down to the bottom step by step. Likewise the compliance ascend from bottom to top without skipping any intermediatary step. The secretary of a department will deal with the additional secretary, who in turn shall deal with joint secretary, who further shall deal with deputy secretary. The deputy secretary further shall deal with under secretary or section officer. The under secretary or section officer further shall deal with assistants, clerk etc. Similarly, in case of upward communication, the under secretary or section officer will deal with higher officers in same sequence.



Merits:

The principle of hierarchy has the following merits:

1. It serves as an instrument of integration and coherence in an organization. It binds together the different units and sections into one united whole. Since no organization can function effectively, unless its various units are integrated into coherent whole. Thus the principle is a necessity of all organizations.

2. It enables to fix up the responsibility at each level and each position. Everyone knows about his authority and responsibility in the organization for whom he is accountable and he feels his responsibility.

3. It serves as channel of communication both upward and downward. It makes clear who is superior? and who is subordinate? Superior directs his immediate subordinate, who further to his subordinate, and gives effect to the proper channel method of dealing. Thus everything moves through proper channel in the organization.

4. It facilitates the delegation & decentralization of authority and prevents the overburdenness at the top. Through delegation and decentralization of authority, a great deal of business is disposed of at lower level. Important matters of policy and general direction are allowed to proceed upward and are decided by the Chief Executive.

5. It simplifies the procedure of file movements. The directions come down from top to bottom, and files moves from bottom to top without any hinderence, till the final orders are made at the appropriate level.

Demerits:-

Following are the demirts:

1. It causes the delay in the disposal of work; because every file has to travel through all the steps both upward and downward. Sometimes, the intermediate levels only initial and forward the file to the upward, for order. This results in undue delay in making decisions.
2. All the incumbents in the organization loose their confidence in the administration; as all the powers are vested in the Chief Executive and the decisions are made by him.
3. It tends to bring about rigidity in administrative organization and is not conducive to the dynamic human relationships amongst its members. Human relations are neglected, motivation and morale suffer, cooperation are harder and power and bureaucracy create problems.

2. SPAN OF CONTROL:

Span of control is related with the psychological term of "span of attention", which means that how many persons can be attended or supervised by an individual at a time.

Span of control means the number of subordinates that an administrator personally can oversee and control effectively. In the words of ***Dimock*** and ***Dimock:*** "The span of control is the number and range of direct habitual communication contacts between the chief executive of an enterprise and his principal fellow-officers."[30]

Now question arises as to how many persons should work under his control and supervision at that particular level? There is no unanimity as to the exact number but there does exist a general agreement that the shorter the span the greater will be the contact and consequently, more effective control. In this regard ***John D. Millet*** says, "This idea asserts that an administrator or supervisor in an organizational structure should have a limited a number of subordinate operating officials under his direct supervision."[31]

There is a good deal of disagreement among the writers on administration about the exact limit of span of control. ***Sir Jan Hamilton*** fixed the limit at 3 to 4, ***L. Urwick*** at 5 to 6 at higher level and 8 to 12 at lower level. Likewise the span of control in different countries is different. ***Wallace*** surveyed in 1937 that chief executive in Japan had 13 departments, in Canada, Germany and Italy 14 departments in France 17, Russia 19 to 20, in England 25 and in United States 60 and no where administration broke down due to large span of control. Thus the span of control vary from writer to writer, age to age and country to country.

There are four factors i.e. nature of job, quality of leadership, time or age of the agency and space or location of the organizational unit, necessary for span of control.

i. ***Nature of work:*** Where the nature of work is of a routine, repetitive, measurable and homogeneous character, the span of control is more than, when the work is heterogeneous character.

ii. ***Quality of Leadership:*** The span of control increases or decreases depending upon the qualities of the leader. If he is intelligent, shrewd and tactful, he can supervise a larger group of persons. If he is weak and floppish, he may control a small number of subordinates.

iii. ***Time:*** Supervision is more easy and the span of control increases, if the organization has been long in existence. In old established organization precedents take firm roots and the work goes on smoothly. In comparatively new organization new problems constantly arrive, which are referred to the superior, which lessens the span of control.

vi. ***Place or Location:*** If the whole work is done under one roof, supervision becomes easier and span increases. If the work is scattered and spread all over the country, the span of control, will be definitely shorter and supervision becomes very difficult.

The idea of span of control has become under revision in recent years. The use of automation and mechanism in administration resulted in simplification and expediting of communication. Easy flow of communication provided informations to all the concerned, about the purposes, plans and programmes of agency, and increased the span of control." If the communication system is bad, the result is confusion among the employees and administrator will feel inconvenience to increase the span of control.

The entry of specialists in civil service has also affected the span of control. Specialists are experts in their fields. They act as advisers to the top administrators. They dislike vertical relationship in organization. Thus the old pattern in organization is gradually undergoing a change and bossing is being replaced by persuasion. The job of the chief executive is now mote of coordination than of supervision and control, which resulted in the increase of span of control.

Merits:-

i. It establishes that an executive can personally supervise and control his subordinates and the chain goes from top to bottom, resulting in an effective administration.

ii. The knowledge of four factors of span of control keeps a great deal in determining the people---particular executive can effectively supervise the administration without break.

iii. It saves the administration from confusion and choas at later stage, as it proves that the span increases in homogeneous work, while decreases in heterogeneous work.

iv. It results in coordination of work, as it brings superiors and subordinates very close with each other.

3. UNITY OF COMMAND:

Unity of command means that no individual employee is subject to the order of more than one immediate superior. According to Henri Fayol, who is a great advocate of the principle, "unity of command" means that "an employee should receive orders from one superior only." Prof. Pfiffner and Sherwood also emphasis on the same point when they say, "Unity of Command requires that subordinates formally report to only one boss. Ultimately all authority and responsibility rest in the top. Dimock M.E. and Dimock G.O. also endorsed the concept of unity of command. They say," Every employee should have but one superior, that no man can serve two or more masters."[33] John D. Millet says about this principle that "the desirability that each person should have only one superior not two or more."[34] Prof. Pfiffner also emphasizes the same point, when he says, "the concept of unity of command requires that every member on organization should report to one and only one leader."

Unity of command, therefore, means that each individual employee shall have only one man as his boss and shall receive orders only from him. If he gets orders from more than one officer, it may become difficult for him to discharge his duties. He will be in very awkward position, if he receives conflicting orders from his superiors. The superiors too can be put to hardship, because he can easily play off one superior against the other. This may result in confusion and chaos in administration.

Merits:

i) The importance of unity of command is obvious for multiple direction creates confusion and conflict. Multiple superiors not only confuse their subordinates but also themselves. Therefore, unity of command is necessary for smooth functioning of an organization.

ii) It not only remove the deficiencies of multiple supervision but also fixes responsibility for action and direction and facilitates effective supervision.

iii) The work in an organization is done better and more effectively by avoiding conflicting orders, internecine, warfare etc, if unity of command exists.

Demerits:

i) In practice, we face some confusion. it is usually seen that individual employee, particularly in the professional fields is subject to a dual command. He gets orders from administrative side also from technical side. A doctor employed by local body is under administratively of the Chairman of the local body and professionally under the Director Public Health. He receives orders from the both sides and is accountable to chairman as well as director health. Similar is the case with other technical officials working in public agencies.

ii) Another drawback to the unity of command is F.W. Taylor's principle of functional foremanship. According to this, an individual employee is placed under the supervision of number of supervisors each incharge of a certain aspect of the individual's work. Herbert Simon also showed that specialization in an organization is incompatible with unity of command.

iii) Principle of unity of command has been condemned by certain writers. According to Seckler Hudson, "the old concept, one single boss for each person is seldom found in fact in complex governmental situations. Many interrelationships exist outside the straight line of command which requires a working with and reporting to many persons for the purposes of orderly and effective performance.....the administration in government has many bosses and he can neglect none of them. From one he may receive policy

order; from another personnel, from a third a budget; from a fourth supplies and equipments."

4. INTEGRATION VS DISINTEGRATION:

Generally Integration means the unification. It is the process of combining things in such a way that they become fully parts of a whole or it is a process of becoming fully a member of community rather then remaining a separate group.

In Public Administration it is the reconciliation of individuals interest with the interest of the organization. In other words, it means the connecting of one or more parts with the whole of the organizational structure, by keeping them under chief executive directly or indirectly or through department under the control of chief executive.

Integration involves the abolition of independent status of agencies or departments and are grouped under the control of chief executive. In such system, the line of authority of the chief executive runs through various levels from bottom to top without loosing any end at any where?

In an administrative integrated system, all the executive authority is confirmed by law or constitution in one single person, who thereupon becomes the chief executive.

Opposite to it, is disintegration , which means the breaking up or causing to break into small parts or groups or identities. The disintegrated system has got a number of loose ends in the form of independent establishments; which are directly elected and to whom the line of authority from the chief executive stops.

In the disintegrated system, executive authority is distributed by statute or constitution among of a number of bodies or administrative units or individuals. Closely allied to this concept is the idea of area administration; which means the obtaining of authority at a given level of administration to supervise all activities and to coordinate them to resolve contradictions and conflicts if any. A good example of area administration was the district administration under the British Government, with the collector at the apex of district. The district administration in Pakistan under Devolution Plan of the present military regime, will be also a good example for the disintegrated system.

There is perhaps no country in the world, which has completely integrated administrative system. However, Great Britain has relatively an integrated system. There is a unitary system of government with no autonomous provinces like Pakistan. There are autonomous local bodies deriving their authority from the unitary government. Likewise, the administrative systems of other countries of Continental Europe are also integrated; where two levels of governments are mostly operating successfully.

In the case of Pakistan, it has to some extent an integrated system where the provincial governments are operating with autonomy. At the Federal level, the

administrative structure is divided into ministries and departments, under the control of Federal cabinet and the Prime Minister. It is true, there are certain agencies and officials like Federal Public Service Commission, Chief Election Commissioner and Auditor-General, who are independent of the cabinet with respect of their tenure and work, but they are not independent of the Chief Executive in the sense the American Regulatory Commissions are, because they have to abide the rules and policies issued by the Federal Government and make reports to it. Their chairmen and members are appointed and removed by the Central Government; due to integrated administrative system.

In the case of United States, there are at least five different kinds of establishment i.e. the Regulatory Commission; the Government Corporations, the professional service agencies; at the state level, the Treasure and Attorney-General and auditors. At the Federal level, the authority of the President stops short at the nine great regulatory commissions; which have been called headless and fourth branch of government. There are numerous boards and commissions at state level, which are directly elected by the people and are responsible to them instead of the respective governor.

Finally, at the local level there are similar state of affairs. In cities there are many officials or boards, who are directly elected by the people and are responsible only to them, instead of the city-Mayors. In the counties, - there are county-boards, which consist of the officials, who are elected by people of the county concerned and are responsible to them instead of county- Mayors.

Thus the American administrative system is largely disintegrated one, which is mainly due to the acceptance of concept of separation of power and check and balance system, which is responsible for such system. The experience of its working has, however, shown that it does not make for efficiency and coherence.

Merits:

Following are the merits of the integrated system of administration:-

i) Integration facilitates coordination, where as disintegration creates anarchy, chaos and conflict in day to day working of administrative structure.

ii) Integration leads towards the welfare and well being of the people, while disintegrated structures are generally influenced by the pressure groups and thus starts neglecting the welfare of the public.

iii) Integration makes the administration sound and honest, while disintegration affects the administration otherwise.

Demerits:-

The integrated system suffers from many drawbacks; which are:-

i) Under the integrated System, the Chief Executive may turn into a dictator, as a large number of independent establishments are placed under his control. Thus, his powers enhance and he becomes despotic ruler.

ii) The enhancement of the Chief Executives powers would be against the democratic values and ultimately crush the individual liberty of citizens.

iii) The integrated administrative system is opposed to the autonomous organizations of functional groups like educationists and social welfare workers. It will jeopardize the autonomy; which will be essential for the successful implementation of their work.

As conclusion, we can say that the integrated system is better than the disintegrated structure; because it has marked advantages. In the words of ***Prof. Willoughby***, "It correlates the several operating services of government into one highly integrated and unified piece of administrative mechanism; it ensures the establishment of an effective system of administration and control; it makes definite the line of administrative authority and responsibility; and it lays the basis for organization. It makes possible effective cooperative relationship; it furnishes the means by which overlapping and conflict of jurisdiction may be avoided or readily adjusted. It permits the centralization of general business operations as purchasing, supplying recruiting and handling of personnel and the keeping of accounts."

5. DELEGATION:

Delegation is a principle of organization and a task of management. It is well needed in the large-scale organization. In hierarchical structure of organization, all the authority is vested in the chief of organization. He is responsible for all activities of organization. For the efficient functioning of the organization and the realization of organizational goals, the delegation of authority and the responsibilities down the line to various levels of organization, is necessary. The delegation of authority can make possible the accomplishment of organizational goals. Thus good administration requires complete delegation of authority.

Meaning:

Delegation means the transferring of authority from higher to lower to facilitate the work of organization . According to ***Mooney*** "delegation means the conferring of specified authority by a higher authority. It involves a sort of desolution of authority by a person to his subordinates, subject to his supervision and control." ***George Terry*** disagrees with ***Mooney*** and says, "delegation means conferring of authority from one executive or organization unit to another."[35] In the words of ***John D. Millet***. "The essence of delegation is to confer discretion upon others to use their judgment in meeting specific problems within the framework of their duties."[36]

Delegation does not mean the final transfer of authority to the delegatee. The delegator still retains the power of supervision at and control, besides the power to revoke his delegation any time he desires. Simply it means assigning duties to other in more or less detail. Thus the dejure authority still belongs to the delegator and its defector exercise is permitted to the delegatee.

The process of delegation may include the following features:

1. ***Assigning of duties:*** Delegation implies assigning of duties to the subordinates by the superior. The duties must be clearly stated and the delegator must assign substantial matters to the delegatees.
2. ***Granting of authority:*** It means that the authority must be delegated alongwith responsibility, so that the subordinates may be able to carry out the duties entrusted to them.
3. ***Obligation of subordinates:*** Subordinates are assigned accountability and responsibility. Thus they are responsible for completion of tasks assigned to them and are accountable to their superiors for the proper working of administration.

TYPES OF DELEGATION:

According to the degree of authority delegated, delegation may be classified as (a) full or partial (b) conditional or unconditional (c) formal or informal (d) upward or down ward (e) direct or indirect.

(a) ***Full or Partial:*** Full delegation means the conferring of complete authority to the subordinates. When the authority is partially delegated to the agents or when the delegatee is required to get advice or guidance form his superior on crucial points, is called partial delegation.

(b) ***Conditional or Unconditional:*** Delegation is conditional, when the action of delegatee is subject to confirmation and control by the delegator It is unconditional, when the delegatee is free to act without reservations.

(c) ***Formal or Informal:*** Delegation is formal, when embodied in written rules, law or order; it is informal, when based on customs and conventions or merely a precedent.

(d) ***Upward or Downward:*** Delegation upward is done, when the delegator delegates authority over himself to a representative. For example electorates confer authority on president, by electing him. Downward delegation is done when the superior delegates authority to his subordinates.

(e) ***Direct or Indirect:*** Delegation is direct when third party is not involved between delegator and delegatee and is indirect delegation when the third party does

involve. For example when secretary delegates authority to his joint secretary through additional secretary, the indirect delegation does exist.

LIMITATIONS ON DELEGATIONS

No chief executive delegates all his authority to his subordinate by reducing himself to non-entity. There are, therefore, certain well recognized limitations on delegation, which are:

i. Delegation is restricted by constitution, laws and political institutions.

ii. The calibre and competence of the lower staff is another limitation on delegation; such delegation is neither desirable nor practicable.

iii. In new organization, delegation is also not desirable. Such organization needs the centralization of authority to make progress and development.

iv. Delegation is not possible, if the work is not stable and repetitive nature.

v. In the smaller organization with narrower geographical coverage, delegation is not possible.

vi. Financial authority can not be delegated, as it is the exclusive authority of the chief executive.

vii. Power to formulate policies and plans cannot be delegated to the lower staff.

viii. Making of certain specified higher appointments is not subject to delegation.

xi. The lack of effective procedural system in internal communication and work control, is also a limitation on delegation.

x. Reluctance on the part of chief executive to delegate authority is another limit to delegation.

neral Principles of Delegation:-

i. Delegation should be written and specific.

ii. Authority and responsibility for each position should be clearly spelled out.

iii. Authority within the competence of subordinates should be delegated.

iv. Delegation should be properly planned and systematically exercised.

v. A systematic reporting system should be established to collect informations about delegated authority.

vi. Mutual trust among delegator and delegatee must be ensured.

vii. Accountability about the misuse of authority must be ensured.

rights of supervision and control. In brief, decentralization is the distribution of authority and responsibility, while delegation is the distribution of power of function.

Types of Decentralization:

Decentralization may be divided into political and administrative:-

(a) Political Decentralization:

It means the establishment of new level of government. For example, in a federation, when a new automous state is established, is called political decentralization.

(b) Administrative Decentralization:

Administrative decentralization is further divided into vertical or territorial and horizontal or functional. The territorial decentralization implies the superior authority establishing area administration and vesting them with independent powers and functions. The government departments have their own administrative areas known as circles, zones, district etc. with decision making authority.

The ***functional decentralization*** signifies the central authority ceding certain areas of decision making to technical hands or professional experts. Federal Public Service Commission, University Grants Commission and Pakistan Medical Association are the examples of functional decentralization.

Decentralization Pattern:

Decentralization pattern has four major parts: (1) The formal structure (2) Style of executive behaviour (3) Policy and decision facts and (4) Social climate.

i. The Formal structure of decentralization tends toward hierarchy with minimum numbers of steps. Specialized support to these levels is provided on the basis of line and staff pattern. In government, the decentralized formal structure work as semi-autonomous body with full independence.

ii. The style of executive behaviour has the greatest change in decentralization. An executive has different behaviours at different levels. As he ascends the hierarchical ladder, he loses his interest, and becomes no longer active participant in day to day affairs. Now he is mentor or judge.[39] His main job is planning and evaluation of personnel.

iii. The policy and decision facts imply that policy is made at the top and decisions are pushed to the lower levels. The man, who is sitting at the top, delegates the decision-making authority to his subordinates, due to these consideration: (1) The skill and competence available at a certain decision centre (2) the amount of informations, which can be made available at that decision centre.

Merits:

Following are the merits of the process of delegation:

i. It leads to the division of labour: which make possible the economic achievement and specialization of work.

ii. It reduces the pressure of work on the chief executive, which allows him to concentrate on taking decisions in key activities.

iii. The delegation results in the decentralization of power: which helps in avoiding delay in administration and in increasing the efficiency of organization.

iv. It develops the sense of responsibility among the subordinates and enhances their potential work capacity.

v. It creates confidence among the subordinates: who can solve many problems at their own level.

vi. It is beneficial for an effective control: as the clear cut definition of responsibility helps in controlling each work operation effectively.

6. CENTRALIZATION V/S DECENTRALIZATION:

Centralization stands for concentration of authority at the top or in the hands of chief executive. In the centralized system of administration the officials at lower levels have little initiative or discretion in making decisions but they work as implementing agents. Thus centralization inclines toward domination.

Decentralization, on the other hand, is the dispersal of authority among a number of individuals or units. It is the process of transferring of authority from a higher to a lower level of government. It implies devolution of powers and functions from the centre upon the various units or individuals working in the field offices away from the centre. The field officers are given sufficient authority to take decisions in specified matters.

In the words of ***L.D. White***, "The process of transfer of administrative authority from a lower to higher level of government, is called centralization. The converse decentralization."[37] According to modern author, "To an economist, decentralization means dispersal of industries, to advocates of local authority it implies initiative, responsibility and discretion to local bodies; and to an administrator it means delegation of authority to regional and local officers."[38]

Decentralization should be distinguished from delegation. Decentralization means the transfer of authority from the centre to the local agencies, who function autonomously in the field. Delegation, on the other hand, is the conferring of authority from superior to his subordinates, or from centre to local agencies, subject to his or its

iv. The social climate has a great deal to do with styles of decentralization. For example one study showed that there is disposition to drift toward the centre (1) in the times of general stress and (2) in those areas, where stress is greatest.[40] Social climate should be welfare centered with devotion to human uplift, retaining the competitive atmosphere.

Merits:-

Regarding the merits of decentralization Charles Worth has stated that:

i. It facilitates experiment, without committing the whole enterprise to an untried course of action.

ii. It encourages competition and comparative standards of evaluation among several competing field units.

iii. It helps to develop initiative, responsibility and resourcefulness among both the local people and subordinates administrators working in field offices.[41]

Besides, other merits are as:-

i. It helps in the extension of popular control over a large number of functions which may be delegated to the authorities at field offices.

ii. It facilitates the adjustment of national policies and programmes to the varying conditions of different localities.

iii. It facilitates the speedy disposal of cases, and reduces delays and redtapism; while in centralization chief executive is over burdened and no speedy disposal is possible.

iv. It reduces the administrative work-load of the chief executive. Thus he becomes free to concentrate on formulating policies. Policy formulation is difficult in centralization, as chief executive is not free from petty business.

v. It brings administration closer to the people, thereby encouraging popular participation in a administration since public cooperation is solicited at all levels[42]; while public cooperation is not possible in centralization.

vi. It alleviates the problem of communication by reducing the paper work for both headquarters and field offices. While a large scale paper-work exists in centralization.

Demerits:

Inspite of many merits decentralization is not free from draw-backs. It has some demerits, which are:

i. It leads to duplication of work, therefore the system is very expensive; while in centralization there is no duplication and thus no excessive expenditures are yielded.

ii. Too much decentralization results in anarchy and chaos. Coordination of activities of the field offices becomes very difficult. Centralization ensures the coordination of work.

iii. It is detrimental to economic development and territorial defence of a nation. Both in development and defence, the centralization of authority is desired and needed.

iv. In house-keeping activities, decentralization also proves non-economical and it decreases the efficiency of administration; while centralization increases the efficiency and decreases the expenditures.

v. For formulating and implementing the uniform policies for the whole country, the decentralization cannot prove fruitful and stands against the fulfillment of commitments. Centralization can prove useful for the purpose.

Neither centralization nor decentralization is acceptable as a sound principle of organization. Both of them have a situational relevance. A compromise between the two concepts is the best course, under the circumstances. Policy and planning formulation may be centralized; while their implementation and administration may be made decentralized to some extent. Basically centralization and decentralization are matters of degree. They are by no means absolutes. The degree to which an organization should be centralized or decentralized depends upon administrative efficiency and economy. A good organization conveniently follows the combination of the both, which offers the maximum efficiency and economy.

5. ORGANIZATION OF FEDERAL AND PROVINCIAL GOVERNMENT IN PAKISTAN.

The organization structure of the Federal and Provincial Government in Pakistan is governed by the provisions in Provisional Constitution Order 1981 read with the Constitution of 1973 which was preceded by the Interim Constitution of 1972, the Constitution of 1962, the Constitution of 1956 and the Provisional Act of 1947.

In a federal set up the Federation and provinces are independent of each other's control in the spheres assigned to each by the constitution. The division of powers — legislative, executive, judicial, administrative and financial between the Federation and provinces is virtually complete. Matters of national importance such as defence, foreign affairs, customs and tariffs, posts, telegraph and telecommunications etc. are assigned to the Federation; while the matters of local or provincial interest i.e. education, health, sanitation, local administration, agriculture, industry etc. are assigned to the provinces. Under Constitution of 1956 there were three lists, while in Constitution of 1962 there was only one. In Constitution of 1973 there are two lists i.e. the Federal and Concurrent list and the residue powers have been assigned to the provinces.

Organization of Federal Administration:

Under the constitution the executive authority of Federation extends to all matters in respect of which parliament has the right to make laws and confer on authorities subordinate to the Federal Government, the certain functions, orders and instruments. The Federal Government also may regulate the allocation and transaction of its business; and for the convenient transaction of that business, it delegate any of its functions to officers or authorities subordinate to it.[43]

The ministries and divisions are governed by a set of rules known as "Rules of Business-1973" framed by the Cabinet Division in the exercise of powers conferred by Articles 90 and 99 of the Constitution of 1973. These "Rules of Business" read with the Secretariat Instructions issued under Rule 5 (15) of "Rule of Business", define the functions of ministries, ministers and secretaries and also the methodology of conducting the administrative and other business of the Federal Government. The "Rules of Business" also regulate the entire working of Federal Secretariat.[44] Any change in the "Rules of Business" is approved by the President on the advice of Prime Minister.

FUNCTIONING:

Central Secretariat: For the proper functioning of Federal Government and administering the subjects falling within the jurisdiction of federation, there are ministries, divisions, attached departments, subordinate offices, autonomous and semi autonomous bodies. The details is as under:-

1. Ministry:

A Ministry is a Division or group of divisions constituted into a Ministry or it may comprise one or more divisions for the conduct of business of Federal Government in a specified sphere as declared by the Government. The main functions of Ministry are to frame policies and to ensure their implementation. Each Ministry is headed by a Cabinet Minister and a Secretary incharge of the administration of the Ministry. The administrative heads of some ministries are designed as Secretary General. The Minister incharge is responsible for intiation of a policy and to keep the Prime-Minister informed of all important cases disposed by his Ministry without referring to him.

2. Division:

Division is self contained administrative unit to conduct business of Federal Government like a Ministry. It also performs functions like Ministry to formulate policies and ensure their execution. A division is headed by Minister for State and Secretary or Additional Secretary as an administrative head. At present, there are 55 Divisions which are Cabinet, Culture and Sports, Environment and Urban Affairs, Foreign Affairs, Labour, Local Government and Rural Development, Manpower and Overseas Pakistanis, Minorities Affairs, Population Welfare, Agriculture Research, Aviation, Commerce, Communica-tions, Defence, Defence production, Economic Affairs, Education,

Establishment, Finance, Food and Agriculture, Health, Industries, Information and Broadcasting, Interior, Kashmir Affairs and Northern Areas, Livestock, Management Services, Norcotics Control, Petroleum and Natural Resources, Planning and Development, Production, Railways, Revenue, Science and Technology, States and Frontier Regions, Water and Power and Works, Environment, Investment, Human Rights and Women Division.

3. Attached Department:

A division may have one or more attached departments. An attached department in the Federal Government is a department having a direct relation with Ministry or Division. The attached departments provide assistance to Ministry or Division in framing the government policies and in certain cases, are also responsible for their execution. These are under the control of Ministry or Division.

4. Subordinate Offices:

Each attached department has many subordinate offices; which are known as `Field Offices". The "field offices" are under the attached department," and perform specific field duties. They are responsible for the execution of all the field activities of "Attached Department." The subordinate offices are also headed by Director or Administrator. The Director or Administrator has many subordinates at the headquarter. He also controls some subordinate offices at district or big city level.

5. Autonomous/Semi Autonomous Bodies:

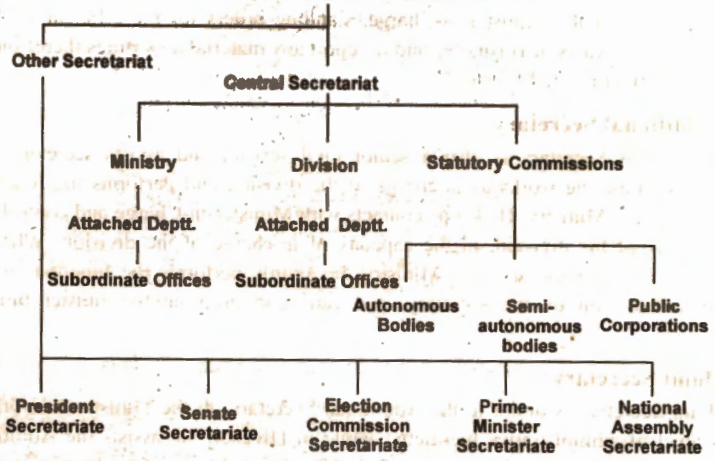
Certain Ministries or Divisions have a number of autonomous, semi-autonomous bodies and statutory corporations under their administra-tive control. These bodies represent the trend of decentralization of administrative control for arriving at speedy decisions and do a useful job in several spheres of national development. The main sectors, under which these bodies are working are Finance, Communication. Transportation, Education, Banking, Commerce, Trade and Industry. These bodies are engaged in actual business or developmental operations.[45] These bodies are generally corporate entities operating within the framework approved by the government, in matters of internal administration and financial control.

There are divisions like Secretariat at federal level, which are as under:

1. President Secretariat.
2. Senate Secretariat.
3. Election Commission Secretariat.
4. Federal Ombudsmen's Secretariat.
5. Prime Minister's Secretariat.
6. National Assembly Secretariat.

TABLE 4.1

FEDERAL GOVERNMENT



TRANSACTION OF BUSINESS:

i) Prime Minister:

At the top of the hierarchy of Federal Government is Prime Minister, who has authority and responsibility for the transaction of business. He is assisted by the Federal Cabinet for running the whole show. No important policy decision is to be taken without the consent of Prime Minister.

ii) Federal Cabinet:

A Federal Minister or Minister for State is to assist the Prime Minister in the formulation of public policy. A Minister incharge of a Ministry or Division is also to keep the Prime Minister informed of important cases disposed of without referring him. He also conducts the business relating to his Ministry or Division in the Parliament. He is the political chief of his ministry or division selected on political basis and works as a link between the administration and legislature.

iii) Secretary:

A Secretary in-charge of Ministry or Division is a senior civil servant, and administrative head of his ministry or division. He has to assist his Minister or Minister for state in policy formulation, keep the Minister generally informed of the working of the Ministry or Division; submit proposals to the Prime Minister through Minister in the form of concise and self contained memoranda called "Summaries", alongwith recommendations. The Secretary is not only responsible for policy formulation, but also for its effectively and speedily implementation. As a Principal Accounting Officer of his

Ministry or Division, Attached Departments and Subordinate Offices, the Secretary is also expected to ensure that the funds controlled by him are spent in accordance with the rules laid down by the Ministry of Finance. The Secretary is also expected to issue with the prior approval of the Minister-in-Charge, standing orders for the efficient working and observance of "Rules of Business,' and to report any material departures therefrom, to the Minister/Cabinet/Prime Minister.[46]

iv) Additional Secretary:

Additional Secretary is also a senior civil servant and assists secretary in a Ministry, some time, he works as in-charge of the division and performs the functions like a secretary in a Ministry. He keeps contacts with Minister-in-Charge and controls the lower hierarchy of his division, in the capacity of in-charge of the division. When he works as assistant to secretary in a Ministry, he simply performs the functions which were assigned to him by the secretary, and can send proposal to minister through secretary.

v) Joint Secretary:

Joint Secretary is junior to the Additional Secretary. In the Ministry he works at the third level of administrative hierarchy; while in Division, he assists the Additional Secretary-in-Charge as second-in-command. He is responsible for the administration of his wing and performs those functions, which were assigned by the Secretary/Additional Secretary. Additional Secretary communicates his directions to the lower hierarchy through Joint Secretary, who also submits to Additional Secretary/Secretary, the compliance of their directions.

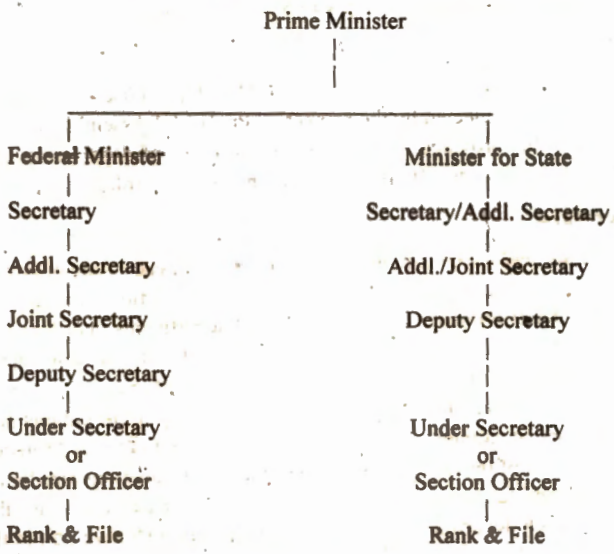
vi) Deputy Secretary:

A division is divided into wings and a wing is further divided to into sections, and an administrator of a group of sections is called Deputy Secretary. He disposes all those matters, which were either assigned to him by the "Rules of Business" or by Joint Secretary/Additional Secretary/Secretary. He sends his proposals to the higher hierarchy without skipping any level for final decision. Some time he works as channel of communication upward and downward without having the authority of decision. He controls the rank and file of his branch.

vii) Section Officer:

Section Officer is incharge of a section. He is an officer at the lowest ebb of the secretariat. He disposes of the daily affairs of his section or duties assigned by his superiors. He puts up his proposals alongwith the facts of the case, in the file and sends it to the Deputy Secretary for approval or onward transmission to Joint Secretary/Additional Secretary/Secretary. He controls the officials of his section i.e. assistant, clerks, record keeper, steno-typist etc. See table 4.2.

TABLE 4.2



ORGANIZATION OF PROVINCIAL ADMINISTRATION

Regarding the organizational structure of a provincial government in Pakistan, it is essential to know the functions assigned to a province under the constitution. There is no separate provincial list in the Constitution of 1973 like the previous ones. Nonetheless some of the more important subjects with the provinces include public order, administration of justice, policy, prisons, and, land improvement, colonization, land-revenue, compulsory acquisition, agriculture, local government, animal husbandry, water supplies, irrigation and canals, drainage and embarkments, education, theaters, cinemas, sports, entertainments and amusements, public health and sanitation, hospitals and dispensaries, roads and bridges, vehicles, industries, forests and wildlife, fisheries, provincial public service, waqfs and mosques, orphanages and poor homes, stamp duty, taxes on lands and building and on mineral rights, professions, tolls etc.[47]

Functioning:

The work procedures of a provincial government in Pakistan are in many ways similar to those at centre. There are provincial secretariat, attached offices subordinate

offices and public corporations. The working of these organizations are similar as that of federal organizations with some modifications and adjustments.

Chief Minister:

At the apex of the province is Chief Minister, whose chief staff officer is the Chief Secretary. He is elected by the respective Provincial Assembly for five years. He is political head of his province. He controls the working of departments of the province and maintains law and order. He is head of cabinet and controller of his ministers.

Chief Secretary:

He is the senior civil servant and is the official head of the provincial secretariat and as such is empowered to call for any case or information from any department, or attached office. He coordinates the activities of all departments in order to enable himself to control effectively. All cases submitted to Chief Minister by any secretary or other authorised officer are routed back through the Chief Secretary. He is generally responsible for all matters affecting public. He is secretary to the cabinet and responsible for the compliance of cabinet's decisions, Prime Minister and Chief Minister's directives. He is also chairman of the Secretaries' Committee which functions similar to those of the Secretaries' Committee at centre. There are many departments in the Provincial Secretariat and each department, is a self-contained administrative unit in the Secretariat responsible for conduct of business of government in a distinct and specified sphere of activity. Each department handles the business assigned to it under the "Provincial Rules of the Business" and in the manner laid down in the "Rules of Business", which are framed under the Article of 139 of the Constitution of 1973.

A Minister is in-charge of each department; who is responsible for advising the Chief-Minister on policy formulation, and keeping him informed about the working of his department. He is political head of the department and answerable to the Chief-Minister.

A Secretary is under the Minister-in-charge of the department, who is administrative head of the department and is responsible for advising his minister on policy formulation and informing him about the working of the department. The secretary also oversees his department and ensures the implementation of government's policies and programmes as approved. To enable him to perform his functions properly a secretary is assisted by officers such as ***Additional Secretary***, ***Deputy Secretary*** and ***Under Secretary*** or ***Seetion Officer***, whose number depends upon the type and quantum of work in a particular department. A secretary is also responsible for allocating work among his subordinate officers, for consulting other departments, for putting up summaries to Chief Minister for securing orders and ensuring compliance. He is generally not involved directly in operational activities, which are handled either by an attached office, a subordinate office or an autonomous or semi-autonomous body:

Territorial Division:

Each province is territorially divided in to districts, which are again sub-divided in sub-division or tehsils. Senior civil servants are put in-charge of these territorial areas.

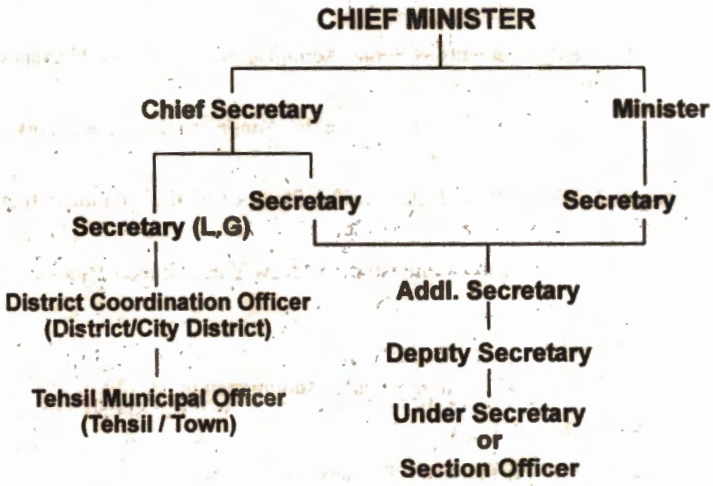
District Coordination Officer (DCO):

Districts are under the control of DCOs who are responsible for peace and order, collection of revenue, developmental programme coordination and common welfare of the people of the respective district.

Tehsil Municipal Officer (TMO):

TMO are in-charge of sub-division or tehsil. He plays the role in his tehsil just like a DCO, who play, in district. See Table 4.3.

Table 4.3



Public participation in the affairs of the government is secured through institution such as Provincial Assembly at provincial level, the District Council at district or city district level, the Tehsil Council at Tehsil / Town level and Union Council at Village/Ward level. The members of these councils are elected directly by the people for the term of four years. These councils have been assigned the authority and responsibility of development work, within their respective jurisdiction.

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Chapter 6
STRUCTURE OF ORGANIZATION

- *Line, Staff and Auxiliary Agencies*
- *Distinctions between Line, Staff and Auxiliary agencies.*
- *Department*
- *Organization of Departments in Pakistan*
- *Boards or commission*
- *Regulatory commissions*
- *Public corporations*
- *Public corporations in Pakistan*
- *References*

Structure of Organization

1. LINE, STAFF AND AUXILIARY AGENCIES

Line and Staff concept is very important in organization theory. These terms originated first in military organization. The term line refers to the military commanders, who are responsible for combat operation. Staff refers to all other, who help the fighting personnel by supplying food, medicines, arms, ammunition etc.

Confusion may arise in meaning of "line and staff," when are applied in public administration. It is very difficult to make clear distinction between line and staff activities in civil administration. Later on, a third agency, known as auxiliary also grown up .

Organization is founded for a specific primary purpose; which is achieved by its line agency. The line agencies are helped by staff and auxiliary agencies. The staff agencies perform the general and technical activities; while the auxiliary agencies perform the house keeping activities; which facilitate to fulfill the primary purpose. See table 5.1

1. LINE AGENCIES

Line agencies are directly concerned with the primary objective of the organization. For example, Home department or ministry is concerned with maintenance of law and order. They are most obvious sort of operating agencies such as government department, public corporations and independent regulatory commissions. They constitute the central element of any administration.

According to ***L.D. White,*** "The principal agencies in any administrative system are organized on the basis of major substantive purpose, and are concerned with the provision of service for people, or with regulating their conduct in particular fields. They are concerned with the primary objects, for which government exists."[1]

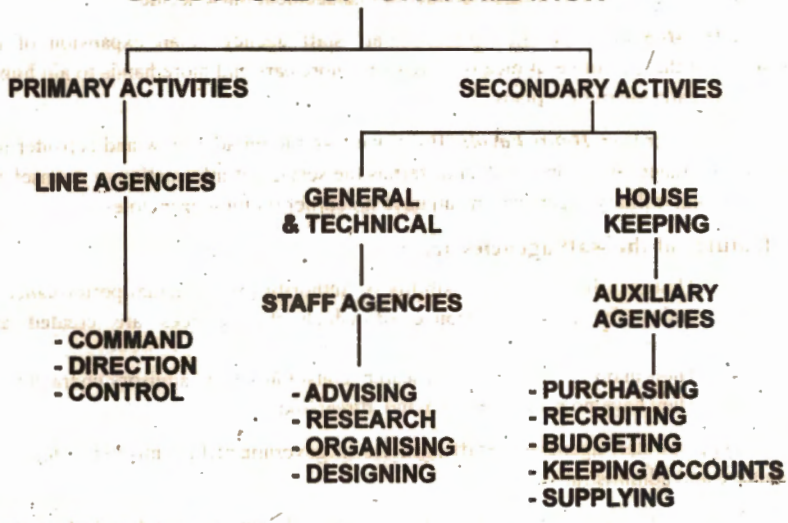
Functions:-

The activities of the line agency are primary i.e. "those which they perform in order to accomplish the purpose for which they exist," For example the primary activity of the Home Department is to maintain law and order in the country, and of the Education Department is to impart knowledge to the masses. The line agencies render services directly to the people and regulate their conduct.

The line agencies are also in-charge of carrying out the functional goals of administration. They collect taxes, maintain law and order, fight fire, conserve forest and natural resources, operate industries and public utilities, regulate business and professions, provide education and health services and deal with similar other activities. Thus the line agencies accomplish the very purpose for which government exists. They deal directly with the people and come into contact with them very often.

TABLE 5.1

STRUCTURE OF ORGANIZATION



Line of Authority:-

Since the line agencies have operational responsibilities, they have the power to take decisions and issue directions to the lower hierarchy. They are organized on hierarchy basis. A single chain of command runs from the top down to the bottom. The chief executive issues commands down to the lowest unit or person of administrative organization. Every line individual has a definite authority and he knows, who is above to him and who is below to him in the organization. From top to bottom, a single line of authority extends downward from Secretary through the Additional Secretary, Joint Secretary, Deputy Secretary to Under Secretary or Section Officer, Superintendents and clerks.

2. STAFF AGENCIES

Staff agencies are those that advise and assist the line agencies in carrying on their activities of implementing their work programme. The staff agencies help the line

officers to do their work without having operating responsibilities. Thus staff agencies play an assisting role. They have no authority to issue commands.

According to Charles Worth, "a staff officer is one, who specializes in research, observation and study and who draws up plans and proposals for by the top executive, to whom he is attached collaterally."

F.A. Cleveland aslo says, "The staff agencies reach conclusions and help the management, reach conclusions both about what happened and what is proposed; their function is to know fact and with knowledge they make and submit plans but there they stop. The responsible controlling personnel of management must decide."

J.D. Mooney is of the opinion, that "staff agency is an expansion of the personality of the executive. It means more eyes, more ears and more hands to aid him in forming and carrying out his plans."[2]

In the words of ***Henri Fayol:*** "But if we take the broader view and consider line simply as the function of command, and staff as the service of information or counsel, we see at once that military organization can have no corner on these principles."[3]

The features of the staff agencies are:

i. That they have no responsibility or authority for the actual performance of duties for the performance of which the services are created and maintained.[4]
ii. Their main function is of a research, consultative and advisory character.
iii. They have no power to command, direct and control.

Types of staff agencies:- Staff agencies in government fall into two categories: substantive and administrative.[5]

The Substantive agencies are responsible for advising the chief executive about the functional field in which they operate such as agriculture, commerce or finance. They have the duty to watch the course of events to forecast trends, to spot problems and to think about future policy.

The Administrative agencies are concerned with to advice the line agencies in the area of organization and management. They only give their opinion regarding a specific problems, but can not enforce their opinion.

Pfiffner and Presthus identify staff agencies as General staff, Technical staff and Coordinating and Auxiliary staff.[6]

1. The General Staff:

The general staff consists of the people, who work on overall plans and policies. They assist the chief executive in general administration. They collect the facts and informations and analyze them and advise the chief executive.

2. Technical Staff:

The technical staff possess knowledge and skill of unique type. They are specialist in their respective fields, such as financial experts and engineers. They advise the chief executive regarding the technical matters. Their distinguishing feature is that they are specialist and possess the skill; which is not possessed by the line officer. They are bent upon to spread their knowledge to the line organization.

3. The Auxiliary Staff:

They are referred as "establishment" services. They perform such activities as property management and maintenance, real estate, ware housing and supply, insurance and transportation. Simply they provide house keeping activities, which are common to all agencies.

Functions:

The main functions have been summarized by LD. White as under:7

i. To ensure that the chief executive is adequately and correctly informed;

ii. To assist him in foreseeing problems and planning future programmes;

iii. To ensure that matters for his decisions reach his desk promptly, in connection to be settled intelligently and without delay, and to protect him against hasty or ill considered judgments;

iv. To exclude every matter that can be settled elsewhere in the system.

v. To protect the time of chief executive.

vi. To secure means of ensuring compliance by subordinates with established policy and executive direction.

Prof. Pfiffner and ***Sherwood*** have also termed the functions of staff agencies as follow:8

i. Fact finding.

ii. Planning.

iii. Organizing.

According to ***J.D. Mooney;*** there are three functions of staff agencies:-

i. Informative,

ii. Advisory,

iii. Supervisory.

Keeping in view the opinions of the different theorists, we can summarize the functions of the staff agencies as under:-

1. To advise the chief executive and the line department.
2. To plan future programmes.
3. To collect facts and informations.
4. To organize budgetary and personnel work,
5. To secure coordination.
6. To design better administrative procedure for efficiency.

3. AUXILIARY AGENCIES

Auxiliary agencies have grown up in the recent years no standard terminology has yet been accepted for these agencies. ***Willoughby*** called them "institutional" or "house-keeping services," which have not been generally accepted. They are often erroneously called staff services, ***Gaus*** names them "auxiliary technical staff services," as a useful suggestion, ***L.D. White*** also called them"auxiliary services." Auxiliary agencies do not serve the public, although they deal with them. They serve the line agencies, which they assist by performing necessary common functions---buying goods and supplies contracting for public printing, purchasing real estate and the like.[9]

Auxiliary agencies consist of those officers or units, which perform certain duties and functions common to all administrative departments but which are identical in character. The auxiliary agencies provide house-keeping services such as purchasing, budgeting, keeping accounts, recruiting personnel, providing supplies and similar other matters.

Auxiliary agencies do not serve the public, but the line agencies. They provide all those services which are meant to support and facilitate administrative activities carried on by the line agencies. The auxiliary services are necessary for the establishment and maintenance of administrative departments. Therefore these services are called the establishment services" Department of stationery and forms, Pakistan Computer Bureau, Pakistan Export Promotion Bureau, Pakistan Ordinance Factories, Federal Public Service Commission, Auditor General of Pakistan, Department of Supplies, Federal Investigation Agency, Pakistan Narcotics Control Board and National Transport Research Center, are examples of auxiliary agencies in Pakistan. They are, to some extent independent of line department. Their controllers are appointed by the Chief Executive.

Merits:

i. By the existence of auxiliary agencies the line officers or line agencies are relieved of the duties not directly related to primary activities, and thus will be in a position to devote themselves to achieve primary objectives.

ii. This system ensure the specialization of functions. The auxiliary officers are specialists and special work is put under the charge of these specialists or experts.

iii. It secures economy in administration, as it avoids duplicity of work. A particular agency does a particular work, common to all departments, thus saves money. Printing and stationery department provides stationery for all the departments.

iv. It has the advantage of increased scope of operations and reduced the costs of units, as purchase is done at large scale.

Demerits:

It has some demerits, it tears the department, it encroaches upon the responsibilities of the line agency, it some time, considers the secondary activity as primary, and it results in undue delay.

2. DISTINCTION BETWEEN LINE, STAFF AND AUXILIARY AGENCIES

1) Distinction between Line and Staff agencies:

In classical organization theory, a sharp distinction between the line and staff activities is maintained. The differences between line and staff agencies are as under:-

i. The line agencies perform operating activities; whereas the staff agencies perform assisting functions to facilitate the work of line agencies. Thus the line officer commands and the staff officer advises.

ii. The line agencies are meant to accomplish the purpose for which they exist and the staff agencies exist to help the line agencies. Thus the line is an end and staff is means to achieve that end.

iii. The line agencies render services to the people and therefore come into direct contact with the public. The staff agencies do help the line agencies, hence do not come into direct contact of the public. Thus, the staff agencies remain in the background.

iv. The line agencies issue orders down the line where a staff agencies have no such power. They only give their specialized advice to accomplish the objective of the organization. Thus the line is hierarchical and the staff is collateral.

v. The line agencies have authority and are responsible for the operation of all activities, while the staff agencies have no authority as such they have no responsibility for their activities.

vi. The line agencies are organized on the basis of the purpose-principle; while the staff agencies are organized on the basis of the process-principle.

In spite of the above points of distinction between the line and staff agencies, they are extremely intermingled in practice. Sometime it becomes difficult to draw a line of distinction between the two. In some cases it has been seen that staff is not only advisory but is the heart of executive action. The staff can command and exercise the power. The line officer of an agencies becomes the staff officer on some occasions. He is line officer for his subordinates and becomes staff for his superior.

2) Distinction between Line and Auxiliary agencies:

In the words of Prof. Willoughby, "The primary activities are those which performs a service in order to accomplish the purpose for which it exists," whereas auxiliary activities are "those which it is necessary that service should perform in order that it may exist and operate as a service."10 For example Interior Ministry is mainly concerned with the maintenance of law and order (the primary or line function) and recruitment of personnels, purchase of stationery and furniture and maintaining of accounts of the ministry are its auxiliary activities; Their distinctions are as follow:-

i. Line activities are end in themselves; while the auxiliary are only means to that end. They are essential to maintain the department.

ii. Line activities differ from department to department; while the auxiliary activities are similar for all the departments.

iii. The line activities are performed for rendering service for the public, thus line officers have direct relation with the people, whereas the auxiliary agencies do not have any direct contact with the public, as they stand to serve the line agency.

iv. The line activities are meant to provide service to the public without caring for economy. Thus the question of economy does not arise. But in the case of auxiliary activities economy is the first and foremost consideration. There activities are performed with an idea to economize.

v. The success of line agencies depends upon to proper performance of auxiliary activities. The success of a line department depends upon the type of employees, recruited by public service commission —an auxiliary agency of Federal Government.

3) Distinction between Auxiliary and Staff agencies.

Prof. Willoughby also draws distinction between auxiliary and staff services:

i. The auxiliary services are operating services, whether they are recruiting boards, purchasing agencies, or stationery stores, they perform some

operation. But staff service are only thinking, observing, planning and advising agencies.

ii. Auxiliary agencies are not concerned with major substantive policies, while staff is concerned with formulation of major policies and even with matters of re-organizing.[11]

The both services are similar in some aspects, however there are some distinctions between the auxiliary and staff activities, which are as under:

i. The auxiliary activities are operating just as recruiting and purchasing; while the staff activities are advising and planning.

ii. The auxiliary agencies are concerned with the maintenance of existing department and do not deal with policies; while the, staff agencies concerned with reforms and methods of organization. Pakistan Planning Commission is very closely related with economic policy of the government. It advises the government on future planning and suggests ways and means to improve Pakistan's economy.

iii. The auxiliary agencies do not work behind the scene. They remain in lime light. The staff agencies do not come in lime light and perform the functions behind the scene.

3. DEPARTMENT:

Literally the word `Department' means a part or portion of a larger whole and sometime it is used to devote parts of things other than the administrative structure. In France, the department is the name given to each of 89 territorial sub-division into which, the country is divided for administrative purpose.

In public administration, the term stands for major branch or unit of government administration; which stands immediately below the chief executive, functions under his control and is responsible to him. Thus the departments are the major administrative units, which conduct the business of government. According to ***L.D. White***, "The principal administrative agencies are generally called departments."[12]

Types of Departments:-

All government departments are not alike in all respects. They differ in respect of age, size, purpose, nature of work, and so on. On the basis of these criteria, the different types of departments are as under:-

1. Old and new departments:

Some departments are old, while others are young. The departments of Home Affairs, Defence and Foreign Affairs of Pakistan are old, while certain others like Social Welfare and Science and Technology are new departments.

2. Large and small departments:

In the term of size, departments are classified as large and small departments. The Defence, Railway, Posts and Telegraphs, Education departments of Government of Pakistan are examples of large one, while Local Self Government, Revenue and Agriculture in provinces are the examples of small departments.

3. Single purpose and multi-purposes departments:

The former departments are built round a single-purpose such as Defence and Education; while the later types of departments are multifunctional. For examples, Home Department performs several functions i.e. law and order and administration of Federal territories etc.

4. Operating and supervisory departments:

Departments differ as regard the nature of work done by them. Some departments, like the department of Posts and Telegraph have operating responsibilities and Local Self-Governments departments in provinces have supervisory functions.

5. Homogeneous and heterogeneous departments:

The work of some departments is mostly done at headquarter offices, which have no field agencies such as Finance Department and Local Department of Pakistan. They are called homogeneous. There are some other departments, whose work is largely done through agencies scattered all over the country, for example the Department of Posts and Telegraph, and Police Department etc. They are known as heterogeneous.

Head of the Department:-

The head of the department may be a single individual or a body of individuals. In Pakistan, most of the departments are administratively headed by a single individual, known as secretary, for example Finance Department, and Education Department etc. However some departments are headed by group of individuals known as boards or commissions, such as Central Board of Revenue (CBR), Water and Power Development Authority (WAPDA) etc.

Now question arises, which of these system is better? The single head is most suited for the department, whose functions are mainly of the administrative type. Boards or commissions are considered to be useful for those department, whose wide discretionary powers affect the private rights of individuals.

Bases of departmental organization:

A study of departments reveals four different bases of departmental organization: (i) function, (ii) purpose (iii) clientele and (IV) area or territory. ***Luther Gulick*** identifies for basic criteria or principles of departmental organization. He defines that four Ps—

purpose, process, person and place ---are the bases of department.[13] Detail is given below:-

i) Purpose:

It is meant the function or task that is to be performed. Most of the departments in any country are organized according to the major functions they have to perform. The ministries of Defence, Education and Communication in the Government of Pakistan are examples of purpose based department. Each ministry is designed to serve a particular purpose. The purpose of Defence Ministry is to defend the borders of the country like wise the purpose of Education Ministry is to impart knowledge to the masses. A purpose based department includes all the administrative units that are concerned with a specific task. It is essentially a goal oriented department.

The system has certain advantages and disadvantage. It ensures unity of action and coordination of policies. It avoids overlapping of functions and duplication of work. It achieves efficiency by using special skills and knowledge in a particular task.

On the other hand, it cannot entirely eliminate the overlapping of functions. because it is difficult to divide the entire work of government into clearly defined purposes. It creates a separatist tendency in the personnel of a department.

ii) Process:

It is identified with a technique of specialized type. A technical or specialized skill is used in doing a certain type of function. A department organized on the basis of process, consists of the people, who follow the same technique or skill. Pakistan Audit Department is the example of the process based organization. It consists of people, belonging to audit profession, who advise the various departments on accounts matters. The Ministry of Law is also example of process based department.

Regarding the merits of this system, it can be said that it results in maximum technical specialization of work; it ensures the maximum utilization of upto date technical skill in doing a particular task; it leads to economy and efficiency and it secures better coordination of the work of the department.

The process principle has the following limitations. It is of limited use in practice, as the allocation of entire work is impossible. It makes subsequent coordination of the work of various departments difficult. It leads to excessive professionalization and makes the personnel arrogant and narrow minded.

iii) Person:

This principle has been also adopted as the basis of organization. Clientele departments are designed to serve a particular group of people in society. The department is constituted to deal with all the problems of that particular section of people. The Ministry of Kashmir Affairs and Northern Affairs in Pakistan is a department organized

on the person or clientele basis. The department structured on the basis of persons served is usually a multifunctional organization. It centers for all the needs of group of people served.

The advantages of this system are:

It makes the purpose of the organization clear; it establishes a close relationship between the department and its clientele and it facilitates the integration of activities of the department.

The disadvantages of this principle are:

It has the tendency to create a small number of departments; it creates problems for interdepartmental coordination; it militates against the principle of specialization and its application is very restricted and not widely accepted.

iv) Place or Area:

This principle refers to the area covered by an organization or an area or territory serves as the basis for the organization of a department. The Ministry of Foreign Affairs of Pakistan has been established on the basis this principle. Pakistan Institute of International Affairs and Institute of Strategic Studies are also examples of this principle. In a sense, every field unit of very public agency is area-oriented. Area-oriented organization also provides a variety of services to the people living in a particular area.

The principle has some merits:

It facilitates the greater adaptation of policies to the needs of the area concerned; it secures better coordination of services provided in the particular area; and it is conducive to a better expression of the needs and aspiration of people.

The main demerits of this principle are:

It fosters regionalism; it stands in the way of securing uniformity of administration of national policies; it militates the principle of specialization and the area organizations tend to become highly vulnerable to improper influences from the areas they serve.

The work of government is distributed among departments according to four possible bases namely function, process, clientele and area. These are not alternative bases of organization. All bases are pressed into service, while dividing the work of government into departments. No single base, however can be made the sole criterion of dividing the work.

ORGANIZATION OF A DEPARTMENT IN PAKISTAN

The government of Pakistan consists of a number of ministries, divisions and departments, which carry on the federal administration. The business of government is allocated among ministries, divisions and department by the Prime Minister. A ministry

may consist on one or more divisions and a division is self-contained administrative organization, which may be divided into one or more attached departments.

A ministry or division may consist of a political head; secretariat organization, executive organization. The brief description of each is as under:

1. The Political Head:-

Each Ministry or Division is headed by a Federal Minister or Minister for State. Important ministries are put under the Federal Minister, who is assisted by Minister for State and Parliamentary Secretary. In some cases, Minister for State hold the independent charge of a division or ministry.

2. The Secretariat Organization:-

The Secretariat Organization is headed by a permanent secretary, who is administrative head of the ministry or division. He runs the administration and advises the minister on policy matters.

The secretary in performing his duties, is assisted by additional secretary, joint secretaries, deputy secretaries and under secretaries or section officers, who are put in-charge of division, wing, branch and section respectively. A section consists of assistants, senior clerk, junior clerk, daftaries etc. A section deals with the work relating to subjects allotted to it.

3. The Executive Organization:-

A ministry or division is further divided into attached departments which are headed by Director-General or Inspector-General etc. The attached departments are responsible for furnishing and analyzing facts, giving technical advice and implementing policies as approved by respective ministry. The attached departments consists on the subordinate offices, which are entrusted with executive functions concerning specific fields of activity. Normally they work under attached departments.

The Director General or Inspector General or Special Director or Director or Chief are assisted by Joint Director, Deputy Director and Assistant Director or Commissioner, who in turn assisted by Divisional Director and District Inspector etc.

Ministry of Interior (Pakistan)

Functions assigned to the Interior Ministry include internal security, prevention, detention, nationality, citizenship and naturalization, admission of persons into and expulsion/departure of persons from Pakistan, anti-corruption laws, censorship policy, national registration of population and issue of identity cards; administration of territories not included in a province; security of the Federal Secretariat; pardons, reprieves, respites, remissions commutation etc. issuance of warrant of execution of death sentence; coordination of policy matters relating to police, police commission, police awards,

coordination of matters relating to civil defence, air raid precautions, warrant of precedence, coordination of anti-smuggling measures; administration of Federal Police Force; Civil Armed Forces; Human Rights; Special Studies on Penal Reform; protection and maintenance of non-Muslim shrines in Pakistan. Narcotics control; and Capital Development Authority.[14]

With the Interior Ministry or Division are attached organizations namely the Directorate of Immigration and Passport, Directorate of Civil Defence: Central Jails Staff Training Institute, National Police Foundation: Capital Development Authority: Directorate of Registration: Federal Investigation Agency: Pakistan Rangers Lahore, Pakistan Coast-Gaurds Karachi: Frontier Corps NWFP: Frontier Corps Baluchistan and Chief Commissioner Islamabad.

4. BOARD OR COMMISSION

A Board or Commission is a group of elected or appointed to discharge collectively some public function. According to ***Willoughby*** "A board properly speaking is a groups of members who are required to act collectively upon all matters falling within their jurisdiction. A commission is group of members having the duty not only of acting collectively as a board, but also of serving individually as head of organization units, that have been set up for the performance of administrative work that was to be done.[15]

Simply the administrative authority within a department is vested in a plural body, known as Board or Commission. Such system is generally adopted for advisory activities. In Pakistan there are examples of the Central Board of Revenue; which controls departments of Income Tax and Excise and Customs and Federal Public Service Commission, which advises in the matters of federal personnel. Similarly, in Britain departments of Inland Revenue, Trade Industry and Transport etc. have boards at their heads.

Kinds of Boards:

There are three kinds of boards i.e. administrative, advisory and departmental board.

i) Administrative Boards:

This type is further divided into two kinds (a) the ***first***, is a board, where all members are jointly responsible for the administration of the department (b) the ***second,*** is that where the each member is individually responsible for administration. This type of board is also called as commission by ***Prof. Willoughby***, for example WAPDA (Pakistan) where each member is responsible for the administration of their respective sphere.

ii) Advisory Board:

This type of board is attached with head of department for giving him advice on general or specific matters. For example Council of Islamic Ideology, which advises National Assembly for islamization of laws of the country.

iii) Departmental Boards:

There are of both administrative and advisory nature and are tied down in some intermediate levels of the administrative hierarchy. It is usually endowed with quasi-legislative or quasi-judicial functions in regard to specific matters. Boards of intermediate and Secondary Education in Pakistan are the examples of this type of board, which lay down the syllabi and conduct examinations for matric and higher secondary classes.

Merits:-

Following are the merits of boards or commissions:

i. It gives an opportunity to the administration to secure the advice and services of the best experts at almost no cost.

ii. It tends to reconcile the interests of the both producer and consumer or industrialist and trader or owner and workers etc.

iii. It enables the wider citizens to participate in administration and policy formulation.

iv. It protects the administration from the undue and irrational political interference in government.

v. It gives an opportunity for representing different phases of opinion in the community.

Demerits:-

Following are the demerits:

i. It violates the distinction between administration and politics as it injects politics into government administration.

ii. Personnel of boards are mediocre because it cannot attract the intelligent people in its fold, due to political interference.

iii. It is very difficult to fix responsibility in boards or commissions, as the proper decisions are delayed.

iv. Board type administration is very expensive, as compared to other system.

v. It leads to lack of proper direction and control, as the heads are usually very weak.

5. INDEPENDENT REGULATORY COMMISSIONS

Independent Regulatory Commissions are an unique feature of administrative system of United States. They may be defined as governmental tools to regulate the economic activities of private enterprises in the public interest. They are called independent because they are not a part of the executive department and are not

responsible to them. They are called regulatory, because they impose regulations upon the private economic enterprise to protect and promote public interest. They are called commission, because they are plural headed bodies.

Independent Regulatory Commission enjoy the status of independence from Executive and have the power to formulate their own policies and control their own finances.[16] The need of such commissions was felt on account of the growing industrialization and urbanization of United States. during the nineteenth century, when the government felt it imperative to regulate private economic activities. The first independent regulatory commission, set up by the Federal Government of United States was the Inter-State Commerce Commission, in 1887.

Since 1887, a number of independent regulatory commissions have been set up in United States from time to time. These include the Federal Reserve Board (1913), the Federal Trade Commission (1914), the Federal Power Commission (1933), the Securities and Exchange Commission (1934), the National Labour Relations Board (1936), The Civil Aeronautics Board, US Tariff Commission, and the Nuclear Regulatory Commission.

In Pakistan, a number of independent regulatory commissions are also working. They are Federal Public Service Commission, Federal Inspection Commission, Election Commission of Pakistan, Federal Flood Commission, Pakistan Law Commission, Pakistan Planning Commission etc.

Main Features:

i) The independent regulatory commissions are independent of the chief executive's control except the initial appointments of their members by him.

ii) They perform the functions of mixed nature---administrative, quasi-legislative and quasi-judicial. They frame rules, execute them and hear appeals against their own decisions.

iii) They are staffed by the experts like lawyers, engineers and financial experts.

iv) They are collegial in character and consist of three or eleven, who are drawn from different fields and political interest.

Functions:-

Their functions may be divided into executive, quasi-legislative and quasi-judicial. The brief descriptions are as follow:-

i) The regulatory commission formulate policies and make rules and regulations, which govern the industries they regulate and translate the policies into practice.

ii) The regulatory commissions enforce the rules and regulations and implement the policies, as framed by them.

iii) They decide disputes by applying the rules and regulations to the interest of the business and individuals. They also prosecute the defaulters. This is the quasi-judicial function.

iv) They are endowed with functions, which are fundamental to existence of democratic system and which can not be invested in the legislators and chief executive, which are party leaders. For example the Constitution of Pakistan has provided for establishment of Pakistan Election Commission to conduct the election in the country.

Merits:-

The system has many merits, as ***Hoover Commission Task Force*** has observed; "The number of members and their security of tenure are intended to assure freedom from partisan control or favoritism. The group is able to resist outside influence more effectively than an individual and each member is free from a threat of removal as a source of pressure. Moreover, since the activities of the commission may be more subject to public scrutiny than would be a single-bureau in a large department, there is greater opportunity for exposure of pressures or improper actions. Finally, while provisions for hearing and similar safeguards against arbitrary actions are not peculiar to commissions, they may be more effective when combined with group action."[17] The following are the other merits:

i. They create a device, which make possible to exclude the quasi-legislative and quasi-judicial activities from the hands of bureaucracy.

ii. They put the activities of national importance and technical nature out side the bane of party politics.

iii. They are very helpful for harmonizing the generalist and specialist administrators.

iv. This system can become an easy device of bringing different shades of opinions and interests to shoulder the national problem.

Demerits:

These are the demerits of this system.

i. The regulatory commissions have no responsibilities.

ii. They combine in themselves the functions of the legislator, prosecutor and judge thereby they jeopardize the rights and liberties of the people

iii. They play very disintegrating role in the federal administration and obstruct the effective coordination and cooperation in national policies.

It is clear that there is no utility of the Independent Regulatory Commissions. ***Jame W. Fesler*** made some recommendations for the proper functioning of these commission: which are:

First, the quality of member to be appointed is more important than the details of organizations.

Second, judicial work should be carried on in an impartial manner and free from bias.

Third, coordination of policy-formulation and execution among government agencies is essential, especially in economic matters.

Fourth, independent commissions should be subject to the same control by the legislative and judicial branches that applies to all other regulatory and service agencies of government.[18]

6. PUBLIC CORPORATION

It has been said correctly that the twentieth century has witnessed the growth of yet another device of administrative organization. This new device is public corporation. As ***Prof. W.A. Robson*** says, "It has been important innovation in political organization and constitutional practice is the growth of this system attributed to the crisis caused by two great wars and economic depression of the thirties. It is compromise between Laissez Faire and strict bureaucratic control in public administration, and is usually employed in revenue producing enterprises, who have assumed more or less public importance."

Public corporation as defined by ***Prof. Dimock M.E.*** means, a "publicly owned enterprise, which is placed under federal state or local law for particular business of financial purpose." Again he along with ***Dimock G. O,*** say, "public corporations are legal and administrative entities, modeled after the private corporation and enjoying various degrees of financial autonomy and administrative flexibility, exist at all level of government."[19]

Ernest Davies also defines, "The public corporation is a corporate body, created by public authority, with defined powers and functions and financially independent. It is administered by a board appointed by public authority to which it is answerable. Its capital structure and financial operations are similar to those of the public company."[20]

According to ***Prof. Greaves***; "It represents the marriage of orthodox economists, preference for freedom of enterprise with the socialist desire for services planned by public authorities."[21]

In the words of ***Herbert Simon***, "A public corporation is a combination of public ownership, public accountability and business management for public ends."

Simply public corporation is a corporate body created under the laws of the legislature with defined powers and functions, financially independent having a clear cut jurisdiction over a particular financial activity.

Characteristics:

i. It is a separate legal entity with specified purposes powers and duties. It can do only what the charter authorizes.

ii. It is a body corporate, and as such it can sue and be sued in the court of law. It can enter into contracts and can acquire property in its own name.

iii. It is financially independent and holds funds in its own name, which are sanctioned by the parliament.

iv. It is not subject to government laws in budgeting, accounting and auditing.

v. Its personnels are not part of civil service and they are recruited independently on the pattern of business executives.

Kinds:-

From the point of view of their ownership and control, the public corporation are of three types:[24]

1. Wholly financed and wholly controlled by Government:

There are corporations in which the whole capital is provided by the government and on which the government exercises over all control. These are known as public corporation.

2. Semi-financed and semi-controlled by the government:

There are corporations, wherein the government shares with the private individual in investment as well as in control.

3. Privately owned and privately controlled:

There are corporations, which are owned and controlled by the private individuals, and government exercises only supervisory authority. These are known as private corporations.

Differences between a Public Corporation and a Government Department:-

i. A government department is an integral part of government organization, whereas public corporation stands outside the government administrative structure.

ii. A government department deals with state regulatory activities, whereas a public corporation is concerned with the public commercial or business enterprise.

iii. A government department functions under the absolute control of government. As such it is characterized by red-tape and political interference; while public corporation is a statutory body enjoying the administrative and financial autonomy. It is free from red-tape and political influence.

iv. The departments are service oriented, thus are money spending, while the public corporation are both money producing as well as spending.

v. The departments are depending on government; whereas the public corporation are operating on self-supporting basis. They have their own assets and liabilities different from those of the government as a whole.

vi. The personnel of a government department are civil servants, while those of a public corporation do not form part of the civil service.

vii. The departments are subject to treasury and legislature's control in financial matters. In contrast, a public corporation is free from treasury and legislative control and possesses financial independence.

viii. Legal status of the corporation is different from that of department. They do not enjoy the immunity from their acts and torts as the departments do. Their liabilities before the courts are greater than those of the departments.

Advantages:

The following are the advantages of public corporations:

i. They take public enterprises out of political influences, pressures and partisan consideration.

ii. They provide the healthy combination of busjness efficiency of a private enterprise with public accountability of a government department.

iii. They can act promptly and take emergent decisions due to their ability of freedom of operation and conducting of business. Thus they can adopt policies according to the changing requirements.

iv. They are very valuable tools for social change and economic control of human life.

Disadvantages:

i. The process of installing public corporations is time consuming, because every corporation requires the enactment of act by legislature and operation of the act by the government.

ii. There is danger of conflict upon the policy matters and matters of day to day administration due to autonomous management of public corporation.

iii. They come under the political influences, whenever a politician is appointed as its chairman. On the other hand, whenever a bureaucrat is appointed its chairman, it becomes under the influence of bureaucracy.

iv. The tendency of administrative department to interfere in matters of detail such as personnel management and purchase of stores reduces the public corporation to the position of a department subordinate to the secretariat.

Despite these defects, the corporate form has been used for managing public enterprise in most of the countries including Pakistan. If proper balance is maintained between autonomy and accountability, public corporation is useful for managing certain types of public under-takings. The system of public corporations is gaining more and more ground in various countries. Estimating the value of this system, the American President's Committee on Administrative Management had said, "Its peculiar value lies in freedom of operation, flexibility, business efficiency and opportunity for experimentation"[22] However in practice, the federal and provincial governments in Pakistan have given preference to the corporate form of organization for public undertakings on the grounds of freedom of operation, flexibility, efficiency of work etc.

PUBLIC CORPORATIONS IN PAKISTAN.

On the eve of independence, Pakistan's economy was a marked contrast between its vast natural resources and extreme industrial backwardness. The country produced substantial quantities of raw material without having industrial units to process it. Pakistan had considerable resources in mineral, petroleum and power, but lacked the technology and technicians.

The government was strongly influenced by the concept of market economy and free enterprise, thus private sector was relied upon as the major vehicle of economic development. In Sept; 1948 first policy was announced, and generation of hydral power, manufacture of railway wagons, telephones, telegraph and wireless equipment, all other industrial activity will be left to the private sector.[23]

The old established banking institutions remained with India at partition and the State Bank of Pakistan was created in 1948. A Refugee Rehabilitation Finance Corporation was created in the same year, and a commercial bank, the National Bank of Pakistan was established in 1949 with the government owning one quarter of the capital.[24]

Government reserved itself to the areas, where private sector was not ready to invest. Consequently a public corporation i.e. Pakistan Industrial Development

Corporation (PIDC) came into being. It was the first step toward direct state participation in economic development. The corporation was made responsible for:

(a) Planning, promoting and implementing programmes for the establishment of industries.

(b) The exploration, exploitation and development of minerals and mines and any material central government may entrust to it.[25]

To provide industrial financing to the private sector, the Government created a joint stock company, namely the Pakistan Industrial Credit and Investment Corporation (PICIC) with the help of World Bank in 1957. In 1958, an Inland Water Transport Authority was constituted in East Pakistan. In the same year Water and Power Development Authority (WAPDA) was created in both wings. In the year of 1962, Agriculture Development Corporation (ADC) was established in each province of Pakistan. Indus Basin Authority to unify water and power function in West Pakistan, was also created in the same year.

Other financial institutions like the Industrial Development Bank of Pakistan (IDBP) and the Small Business Finance Corporation (SBFC) were established by government for providing financial and other form of assistance to intending entrepreneur. They were followed by the National Investment Trust (NIT) and Investment Corporation of Pakistan (ICP) set up with the object of broad basing equity ownership and to provide support to the nascent capital market.[26]

After the dismembering of Pakistan, and Pakistan Peoples Party's coming in power, the philosophy of socio-economic development of government was changed. The Economic Reform Order 1972 was promulgated on Ist January, 1972 with the objectives of broad basing the benefits of economic development; equitable distribution of wealth; exploitation of national economic resources for maximum advantage of the common man; increased accountability and safeguarding the interests of small investors. As a consequence, 33 units in the fields of Iron and Steel, Basic Metals, Heavy Engineering, Heavy Electrical, Assembling and Manufacturing of Motor Vehicles and Tractors, Heavy and Basic Chemicals, Petro-Chemicals, Cement and public utilities i.e. electricity, gas and oil, were nationalized. Within a period of two years all commercial banks, 32 life insurance companies, shipping companies, petroleum marketing companies, 26 vegetable oil factories, over 2000 cotton ginning factories and all rice husking mills were nationalized.[27]

State participation in the development effort also extended to the provinces. In the Punjab, Punjab Industrial Development Board was set up; which set up sugar and textile mills in underdeveloped areas of the province. In the NWFP the Sarhad Development Authority was created, which installed the Khazana Sugar Mills. In Baluchistan, the Baluchistan Development Authority was set up to promote industrial

development. Similarly in Sind, the Sind Sugar Corporation was created, which set up two sugar mills.

The Economic Reform Order 1972 has accompanied by a change in management set up. A separate Ministry of Production was created and a Board of Industrial Management was set up to supervise and control the nationalized enterprises. Further reorganization resulted in the emergence of sectorial corporations in 1973, and a service corporation (NIDSC) was created to serve the public industrial sector as well as responsible for planning and implementing new projects.

The nationalization ended with the fall of government. The new regime did not lose any time in announcing the reversal of the policy and most of the all enterprises were handed back to private owners in September 1977. The so-called basic industries reserved for the public sector by the previous regime e.g. cement, fertilizer and engineering were thrown open to the private sector. New investment in public sector was almost totally stopped and efforts were made to complete the on-going projects. However the following were retained with the status quo in public sector. These are Federal Chemical and Ceramics Corporation, National Fertilizer Corporation, Pakistan Automobiles Corporation, Pakistan Industrial Development Corporation, State Cement Corporation of Pakistan, State Engineering Corporation, State Petroleum Refining, Petrochemical Corporation, State Electrical Corporation of Pakistan, and Pakistan Machine Tools Corporation.

Their Impacts on National Economy:

Except the brief period of 1972 to 1977, the private sector in Pakistan has been relied upon as major vehicle of economic development. Many incentives were given to it in every regime, carry the burden placed on it, but the private sector has not come upto expectations. Thus the public sector has to come in picture, beyond its original concept to support the private sector. The public sector now covers banking and finance, insurance, transport and communications, power--generation and distribution, natural resources, printing and publication, trade and commerce, construction, consultancy services etc. The public sector has a noticeable presence in the provinces as well, where the Industrial Development Boards/Authorities/ Corporations sponsored by their respective provincial governments are directly participating in the economic development.

Public sector has increased the GDP of Pakistan, which amounted to 7.7% in 1975 and so on, as compared to other developing countries of this region. The outstanding feature of the Pakistan scene is the qualitative difference between private and public corporations. The private sector has confined to small and medium size industries mostly producing consumer goods; while public sector is emphasizing on large size industries producing capital goods involving technical complexity and high capital investment with low profit profiles.

Public sector has become the key sector of economy of Pakistan. It has high forward linkages and its efficiency affects that of all down, stream industries looking at the large metallurgical engineering, fertilizer, cement etc. plants, which constitute the public sector it may be said that the public sector in Pakistan has all but secured the commanding heights of industry. It is serving as a catalyst for acquisition, upgrading and spreading of technology and is helping to create an environment conducive to the growth of technology oriented industries. Its role in difficult areas has filled critical gaps and significantly expanded the industrial base.

Public enterprises or corporations have accumulated the experience in setting up of large and complex industries; which is invaluable for future growth. More importantly they provide excellent opportunities for the development of technical and managerial skills essential for the achievement of self-reliance and self sustained growth. In fact the public corporations have provided a reservoir of trained manpower at all levels, which are being provided to the private sector on some occasion.

Due to the size and scale of their operations and the critical areas in which they are operating, public sector corporations have now come to occupy a place in the national economy, which gives them importance out proportion to the share of investment claimed by them or their share of the G.D.P. From what was essentially a supportive role, the public sector today finds itself, with its high backward and forward linkages, in a key role. It is therefore of seminal importance that the public enterprises or corporations in Pakistan, function efficiently, not only to justify the investment made in them, but also because they have become the critical factor in the process of economic development and further, because of the strategic role they are destined to play in the advancement of national goals.[28]

Accountability:-

Pakistan's public sector has three tiers system for accountability.

i. Ministry of Production:

It is set up at the top to carry the ultimate responsibility for proper functioning of the system. It sets policies, assigns goals, appoints the top management, arranges investment funds, and generally oversees the sector. It is assisted by Experts Advisory Cell, which carries out an elaborate management information system and scrutiny of balance sheets and annual accounts.

ii. Sectorial corporation:

Below the Ministry there are Sectorial corporations, which supervise the enterprises under their control, prepare and approve their budgets and monitor their performance vis-a-vis pre-determined targets.

iii. Enterprise itself:

At the bottom, there is the enterprise itself, which exercises internal control on its various components to ensure that the assigned targets are identified in time and necessary adjustments are made.

System of Reviews:

Super control imposed on the control structure is the system of review; which is carried at inter- ministerial level (Economic Coordination Committee of the Cabinet) and annual reviews of corporate plans and performance evaluation carried out at the level of Ministry.

Another feature is the series of review meetings at the sectorial corporation level with various periodicities. This exposes the controlling agencies to the problems on the ground and makes for timely removal of bottlenecks.

Planning Commission & Ministry of Finance:-

All the public enterprises/corporations are also subject to the discipline of Planning Commission and Ministry of Finance, who frame national policies, allocate funds and check their proper utilization. External control also exist in the case of public corporation, set up as joint stock companies in the form of the discipline of company law and the stock market.

It is, however, to be recognized that the area of actual control is wider than the formal control structure and their informal pressures, which inhibit management decisions. Such informal controls lead to a rather serious erosion of autonomy. The public enterprise managers are in the unenviable position of having to cope with both formal and informal controls and still to be able to deliver the goods. It is no doubt a difficult task but successful managers learn to cope.[29]

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Chapter 7
PLANNING

i. Planning:

- *Definition & Meaning*
- *Types of Planning*
- *Planning Process*
- *Characteristics of Planning*
- *Planning Machinery*

ii. Planning in Pakistan

- *Planning Machinery*
- *Sanctioning Machinery*
- *Planning Process*
- *Development Planning*

iii. References

Planning

Planning is derived from an essential element in every social activity. It is an inherent part of individual and of cooperative or collective endeavour. Every individual plans before he acts. Since it precedes activity it requires thought and contemplation. In public administration it is an important task of management, without proper planning an administrative organization can not achieve its objectives.

Previously it was thought a communist methodology and was associated with authoritarian rule. Thus, it was regarded unfit for democratic society. But today it has become not only popular but an integral part of socio-economic development. Thus it is pursued by the modern democratic organization.

Depending on the social and political philosophy of a country, it may be centralized or decentralized. It will be centralized when the detailed plans are prepared at center and its execution is closely monitored by central authority. It will be decentralized, when its initiation and execution is spread at regional or local level, with wide area of choice and initiative. The center will accept or at least encourage the local and private initiative.

1. DEFINITION & MEANING

Planning is the french word `prevoyance', which means to look ahead. Planning is preparation for action, and as such it is the first step to every sort of human activity.

In the words of ***Prof. Pfiffner*** and ***Presthus*** it is "a rational process characterised of all human behaviour."[1]

According to ***Dimock M.E.*** and ***Dimock G.O.*** "Planning is an organized attempt to anticipate and to make rational arrangement for dealing with future problems by projecting trends."[2]

Fritz Morstein Marx says, "planning is preparation for action. It is the vital first step in any major administrative action. Planning is a means to an end. It is the process of formulating objectives to be realized by administrative enterprise."[3]

Seckler Hudson defines it as, "the process of devising a basis for a course of future action."[4]

John D. Millet is more expressive when he says that, "Planning is process of determining the objectives of administrative effort and devising the means calculated to achieve them." He also says, "Planning is the simply endeavour to apply foresight to

human activity, planning anticipate desired results and prepares the steps necessary for their realization."[5]

In the words of ***Harold F. Gortner:*** "Planning is doing some thing by which you bring the future into existence. It is not forecasting the future and adjusting to it."[6]

According to ***Herbert A. Simon, Donald W. Smithburg*** and ***Victor A Thomson:*** "Planning is that activity that concern itself with proposal for future, with the evaluation of alternative proposals and with method by which these proposals may be achieved. Planning is rational, adaptive thought applied to the future and to matters over which the planners or the administrative organization with which they are associated have some degree of control."[7]

It is clear from the above definitions, the essentials parts of planning are the major policy decision, selection of a particular course of action or a particular technique for the achievement of the objectives and the assessment of results of our actions. Thus planning is, as ***Pfiffner and Presthus*** have put it, "rational because it demands a systematic analysis of several possible means and ends, followed by a selection of those means thought best suited to the designated end."[8]

2. TYPES OF PLANNING

There are several types of planning. We can divide them into the following:-

1. Development Planning:

It is also termed as overall planning. It is concerned with the long term economic and social development of a country. It is aimed at overall development of the society and promoting the standard of living of the people by proper use of all the physical and human resources of the nation. Under this system public administration becomes the sole instrument of social action and individual initiative is reduced to minimum. Therefore such planning is possible in a totalitarian state. For this characteristic the planning is neither possible, nor desirable in democratic society. However in the present age, it has began to be used by the modern democrats for the development of their respective countries.

2. Economic Planning:

The economic planning is the base of development planning. It deals with assessment of economic resources; which are used for total planning and their distribution among all individuals of the society. It emphasises on the increased economic production and accumulation of wealth. As Harold D. Smith says, "Planning to an economist may mean the exercise of administrative choices in the utilization of resources." Thus economic planning aims at promoting change in society. It implies direction or regulation of national economy by the state. Many developing nations

including Pakistan take up economic planning to secure maximum returns out of the limited resources.

Economic Planning does not involve total regimentation of the lives of the people nor the total acquisition by the state of all the means of production and distribution. Only the economic objectives are selected and activities of the people recalling to this aspect are regulated to a limited extent to achieve these objectives. Moreover the process of planning and its implementation is done democratically ensuring maximum possible liberty of action by all the concerned.

3. Administrative Planning:

Administrative planning is the task of management. It is concerned with the means by which ends can be brought to fruition. It involves drawing up a programme of operations in advance and the provision of the requisite organization, personnel, material and procedures for carrying it out. Administrative planning is divided into policy planning, programme planning and operational planning.

i) ***Policy Planning:*** Policy planning is concerned with laying down broad outlines of administrative actions in socio-economic field. It also include the objectives of administrative action. According to ***Fritz Morstein Marx,*** "Policies are broad decisions usually involving value judgments, setting forth the basic social purposes of government action. Policy decisions are so important that they are often set forth in statues."[9] Policy – Planning is political in nature therefore it is usually formulated by legislature. In the recent years, policy planning of national action has become more a concern of the executive branch of the government. Legislature now only reviews, criticizes and modifies the plans prepared by administrative agencies under the coordinate responsibility of the Chief Executive. Though the policy planning is made by the executive, yet it is approved or disapproved by the legislature. All the eight five-years plans have been prepared by the Pakistan Planning Commission or by the Planning and Development Division, which is the part of executive. The Minister for Planning and Development is under the direct control of Prime Minister/Chief Executive.

ii) ***Programme Planning:*** Policy planning sets a general frame work for administrative activity. This is followed by programme planning which consists of detailed preparation of projects or activities to give effect to the policy adopted.[10] In the words of ***John D. Millet,*** "the programme planning is concerned with preparation of the specific purposes to be realized and the procedures to be employed by administrative agencies within the frame work of existing public policy."[11] The Programme Planning is the task of middle-management, and the top-management only provides guidance and advice. As ***Prof. Pfiffner*** says, "Programme planning attempts to draw

together policy plans and operational plans in order to fashion from them a concrete scheme of action. It has been called the consolidation of all other types of planning." It is not concerned with the details of operation but "an overall review of the proposed programme to determine the volume of services involved, the resources in men and money needed to provide them, the general procedure required and organization structure necessary to use these resources to the best advantage."[12]

iii) ***Operational Planning:*** It means the implementation of programmes and policies. It is "concerned with systematic analysis of an authorised programme and determination of the detailed means carrying it out."[13] When policies have been formulated and decisions have been made, then come the turn of attached and subordinates heads to lay down the specific procedure to carry out those functions. It is concerned with the how of management.

3. PLANNING PROCESS

It is conscious, deliberate, and rational effort to achieve the objective. In the words of Pfiffner and Presthus, "Planning is rational because it demand a systematic analysis of several possible means and ends, followed by selection of those means thought best suited to the designated end." For the rational planning there involve many steps. Seckler Hudson has suggested the following six steps:

(i) a careful definition and limitation of the problem;
(ii) the exploration of all available information;
(iii) the pointing of all possible alternative solutions;
(iv) the experimenting of one or more tentative solutions;
(v) the evaluation of results in the light of new developments, research and experience, and
(vi) reconsideration of the problems and the results, and re-decision, if justified.[15]

According to ***John D. Millet,*** these steps are (i) formulation of goals or objectives; (ii) an assessment of means or resources available to realize these goals and (iii) the preparation of work programme designed to achieve the determined objectives.[16]

Harold F. Gortner also explains the eight steps for planning such as, recognizing the need for planning; determining the objectives; forecasting the future; setting priorities; developing action plans; implementing the plan; evaluating the plan, and revising the plan.[17] The brief description of each step is as under:-

1. Recognizing the need for planning:-

Before planning can occur, there must be a recognition of the need to have planning, and then a systematic attempt to be made. Planning should not be made in crisis. When the crisis is over and all the things are calm, then the administrator should

take the steps towards planning. If the administrator can be made to recognize the need for planning, the organization is ready to begin the planning process.

2. Determining the objectives:-

It is impossible to start the planning process without knowing about the objectives, which are to be obtained. The goals may be to root out the illiteracy in the country or to meet the employment requirements of the youth. Whatever the particular objectives may be, they should be stated in clear and concise manner. "This is a principle that is much more easily suggested than carried out, for the objective are those underlying ends, which society expects of its .... institutions if they are to survive."[18]

3. Forecasting the future:-

Before planning it is necessary to look at the future in order to predict the factors which affect the possibility of achieving those objectives. Of course the first task is to define the present situation and predict the future of the organization or state, then to plan about the particular problem. According to ***Steiner George A.*** "A cardinal purpose of planning is to discover future opportunities and to make plans to exploit them. Correspondingly basic to long range planning is the detection of obstructions that must be removed from the road ahead. The most effective plans are those which exploit opportunities and remove obstacles on the basis of an objective understanding of the strength and weaknesses of the organization."[19] Future has the dramatic influence on the accomplishment of an objective. Thus we should predict future before proceeding forward planning.

4. Setting Priorities:-

When setting objectives it is necessary to remember that the resources, that are needed to carryout programmes, are limited. In the limited resources, there is need of the setting the priorities among goals. We should follow the following three steps in this regard.

First various objectives must be arranged in order of importance. The most important objectives should be taken first the remaining can be considered when the resources are available.

Second, the length of time required to complete a particular programme may influence the priority of the objective. Therefore the short span of the time may be proposed for the most important objective than the long-range.

Third, the planning process should be given in hands of administrators than the politicians, who may not remain in offices long enough to work on long range plans; while the public administrators are permanent and are aware of the importance of the priorities.

5. Developing Action Plans:-

After setting the objectives and priorities, action plan is possible to develop. The action plan lays out the step that will be followed in implementing the programme in such

a way as to achieve the desired goals. There have numerous techniques developed to help carry out this process. These techniques include Programme Evaluation Review Techniques (PERT) Critical Path Method (CPM) and other planning and decision making models. On the other hand, these methods are not necessary in some times. The single most important example of this plan is the budget, which establishes objectives and priorities through allocation of available resources and it also include the forecast of revenue during the budget year.

6. Implementing the Plan:-

It is not necessary that all plans are implemented. Many plans are sitting waiting to be implemented due to world war, major accident, natural disaster, ill-devised, and negative attitude of implementing administrators. The planning process does not stop with the development of plan, but it goes further with implementation. Thus the implementation stage is very important step in planning process.

7. Evaluating the Plan:-

Immediately upon commencing the programme, it is necessary to start evaluating the success of plan. Only lately has the importance of programme evaluation been recognized. The federal government; which releases funds to provincial and local governments, is in position to evaluate the progress on a specific programme. But there are many difficulties to evaluate the new social programme that are being established by provincial or local government, but attempts at evaluation must be carried out in order to allow the completion of final step in the planning cycle.

8. Revising the Plan:-

Every plan requires revision, regardless of how well it is prepared. Changes are necessary to overcome the prior mistakes in a plan. Revision of plans is a step that assumes continued success in the future. Once a plan is devised, it can not remain unchanged for an indefinite period of time; the lack of constant updating, in order to react to continuous environmental changes, exposes the organization to difficulties that may lead ultimately to ruin.[10] Thus revision in plans is necessary for successful planning.

4. CHARACTERISTICS OF SOUND PLANNING

A good planning programme is characterised by unity, continuity, trimeliness, suppleness and precision in the plan. We will discuss below each one of these separately:-

1. Unity of Plan:-

This means that there should be perfect unity of purpose and objectives in the plan of action. A plan may have economic, social and political objectives; but all these objectives should lead to a common purpose. If the plan of action does not have a

common end, then it may lead to confusion. This unity may govern the several parts of a programme, which may have a economic side, technical side and so on.

2. Continuity of Plan:-

The second characteristic of a good plan of action is its continuity. This is very often known as phasing of the plan, which means the parts of the plan are so arranged that one follows the other, without breaking the continuity. If there is discontinuity of the work, the whole plan may lead to failure and confusion. When the main plan has been put through, it must be followed by another. A department cannot be left without planning.

3. Timing of the Plan:-

The next characteristic of the planning is the fixation of time. This is also known as fixing up targets. The fixation of time concentrate on the activity and energy of the department and officials on the achievement of the objectives. Usually the time is fixed as one year, two years, three years, five years and ten years. Length of time depends on the nature of plan, one year, five years and ten years plans are the examples of this process. The timing should be neither too lengthy to achieve objectives, or too small to complete the plan.

4. Suppleness of Plan:-

Flexibility and adjustability are important characteristics of planning. Every useful plan of action must be capable of modification during its execution, according to the changing circumstances. Rigidity in planning leads to difficulties in coordination; which is the main cause for not achieving the objectives. The planner always keep their plans dynamic by avoiding the rigidity in them.

5. Precision in Planning:-

The last characteristic is of a good plan of action is its precision. Although accurate precision is not possible in the plan, where human-beings are involved, yet maximum possible precision is desired. In public administration, we have to deal with individuals instead of machinery, and individuals with his virtues and weaknesses commit mistakes and accurate precision is not possible; which also affects the course of planning. None-theless precision in planning is helpful in keeping administrative action on the pre-determined course.

DEFECTS OF PLANNING:-

Planning is a main phenomenon for the social, economic and political development of a country, yet it suffers the following defects:-

1. Confused Economy:

In a planned economy, the decisions of allocation of resources between alternative ends are made by the planner themselves. As they are not guided by the price

mechanism in solving the economic problems, there is, therefore, confusion and chaos on the allocation of resources.

2. Bureaucratic System:

A planned economy has a bureaucratic system and is placed under bureaucratic control. If the planners happen to be incompetent, rash and corrupt, the economy growth will be adversely affected.

3. Lack of Incentive:

In a planned economy, the wages and salaries of the workers are fixed according to their ability. The difference in the remuneration of the employees is, however, nominal. As there is no lucrative incentive for promoting the efficiency of labour, they, therefore, lack initiative and competency.

4. Breeding Ground for Corruption:

Planned economy is also attacked on the ground that it tends to breed incompetent and corrupt administration. In the words of ***Professor Mead***, "a system of direct quantitative controls is the breeding ground for corruption."

5. Sovereignty of the consumer is threatened:

Another serious objection levelled against planned economy is that it threatens the sovereignty of the consumer. He is required to consume only those things, which the state has produced.

6. No freedom of occupation:

In a controlled planning, the workers are directed to work according to the requirements of the state. The individual has no freedom to choose the occupation of his taste, desire or aptitude.

7. Curtails human liberty:

The critics of centralized planning contend that planning and freedom cannot go side by side, Liberty, they say, is the first causality in a state planned economy.

8. Dislocation in the change over:

When a market economy is to be turned over to a state planned economy, it will create disorganization and disruption in the whole economy. The standard of living of the masses goes down.

9. An unstable economy:

It is also pointed out that a centrally planned economy is an unstable economy due to political reasons. If a government which is pledged to planning is superseded by one which has a manifesto at market economy, the whole economic system will be in

utter confusion. The political unstability will adversally affect the investment climate. The capital will flow out of the country. (This has exactly happened in Pakistan).

10. Less flow of foreign capital:

In a planned economy, there is less flow of foreign capital. The rate of capital formation, therefore, is slow.

After reading the above argument, one is tempted to endorse the views of ***Professor Hayek*** that "Planning is a road to serfdom". We agree here that in a planned economy, the consumer loses his sovereignty, the worker freedom of occupation, the entrepreneur his choice of production and they all face the evils of red-tapism. The fact, on the other hand, is that the market economy too with all its imperfections cannot be relied upon. The resources under the market mechanism remain unutilized and underutilized. The countries face mass unemployment, depression and wide fluctuation. The administration is mostly corrupt and incompetent particularly in backward countries. There is also a wide gap between the rich and the poor. The solution, therefore, lies in the blend of capitalism and central planning. The private enterprise should be combined with centralized planning in varying proportions. In the words of ***Mrs. Barbara Wootton***, "A happy and fruitful marriage between freedom and planner can in short be arranged.

5. PLANNING MACHINERY

Today most countries of the world are planning for the development of their economy and administration; and have established a planning agency of one kind or other. Thus most of the constitutions of the world have made provisions for the structure, composition, membership internal organization of planning agency and its relationship with other governmental agencies.

The structure, composition and internal organization vary from one country to other, but they perform all about the same functions. They make planning for the development of the whole nation and the effective planning can not be done by a planning agency alone. Planning is the responsibility of the whole nation. It is of direct and immediate concern to the legislature, the chief executive, the ministries, the public enterprises and all other governmental agencies. Furthermore it requires the advice and if possible, the consent of the whole representative institutions such as chamber of commerce, labourer's associations, and trade unions.

The central planning agency prepare the draft of the planning. When the discussions on the draft plan are completed and the final document has been set up to the political authority for approval and implementation, the duties of planning agency are of course, by no means over. Indeed, in some respects, they have only just begun. If the plan is middle term, that is a five year; the planners will have to advise on its breaking down into yearly plans and the translation of relevant parts of the yearly parts into budgetary terms. They will have to watch and record the movements of economy, detect deviation

preparing of First Five Years Plan (1955-60). The launching of the First Five Years Plan marked an era of systematic planning in Pakistan.

In the year 1958, there was again a change in the planning setup. The status of Planning Board was raised to the Planning Commission with the President as the Chairman of the Planning Commission. The Commission had also a Deputy Chairman with the ex-officio status of a Cabinet Minister, who was usually a senior civil servant rather than a professional economist. The commission had two members appointed by the President and staff officers including Secretary Planning Chief Economist, Joint Chief Economist and Secretary of commission. The importance of Planning Commission as a independent body was reduced during Z.A. Bhutto's regime. The Planning Commission was placed under the Minister of Finance and was headed by the Secretary to the Planning Division.

In Zia era, it was raised to the status of Division and was headed by the Federal Minister for Planning and Development Division. Over a period of twenty-seven years the planning process has been institutionalized. As a consequence a number of planning agencies have come in to existence at different levels in the country. The existing structure of the planning machinery is as under :-

i. Planning Commission or Planning and Development Division.

ii. Planning and Development Department / Board.

iii. District Government / Zila Councils.

1. Planning Commission:

It is the highest planning authority in the country and it occupies the central position in the overall planning machinery. The Prime Minister is the chairman of the Planning Commission. Day to day operations are directed by the Deputy Chairman, who enjoys the status of a cabinet minister presently Finance Minister acts as the Deputy Chairman. A few members are also nominated on the commission, who are chosen on the basis of professional competency and the principle of balanced regional representation. The Secretary is the permanent appointee; who is the senior member of Civil Service of Pakistan.

The Planning Commission is functionally divided into four main wings i.e. economic wing, technical wing, administrative wing and the project wing. The Economic wing is headed by a Chief Economist, the Technical and Administrative Wings are under the charge of an Additional Secretary each, and Project Wing is under the Member Projects.

Economic Wing is responsible for macro economic frame work of various plans. The ***Technical Wing*** is responsible for processing and examining development schemes submitted by different divisions for approval. ***Administrative Wing*** is responsible for

from the recommended actions. They will be busy recording and discovering the short falls in order that they may more adequately define the task for the ensuring period and make the next round of planning more realistic exercise than the last.[21]

In presidential democracy, the President is usually chairman of the planning agency; while in parliamentary democracy, the Prime Minister is normally head of this agency. It includes as its members, some of leading ministers who are concerned with the formulation and execution of economic policy, Thus the status and influence of the planning agency is likely to be highest as it is chaired by the highest political elite.

The planning agencies should include trained and experienced administrators and technicians. The administrators must acquire an understanding of technical matters; while the specialists require a generalized rather than a specialised outlook. Skill in negotiation and coordination is required as well as technical which should be achieved by both. On the whole the staff of planning be selected from a variety of specialists as well as from persons with general experience in the fields of administration, economic and social research.

France offers the best example of a planned economy and uses the non-ministerial Commissariat General Due Plan. Pakistan has begun organized economic planning since 1958, and constituted a planning commission consisting of a chairman, a deputy chairman and two other members, none of members are of ministerial status. Thailand has the Prime Minister as chairman of the Planning Commission, and the Deputy Prime Minister as Vice-Chairman with some other technical members. The Indian Planning Commission is also chaired by Prime Minister, and consists on three other ministerial members, including Finance Minister.

PLANNING IN PAKISTAN

(a) Planning Machinery:

History:

The planning machinery in Pakistan has witnessed radical transformation since independence. In early 1948, a Development Board, with a view to promote economic growth and social development, was established. Simultaneously-another institution named as Planning Advisory Board, consisting of officials and representatives of private sector, was also established. The purpose, of the Advisory Board was to assist and provide guidance to the Development Board in the process of planning in the country.

The Development Board with consultation of Planning Advisory Board initiated the planning process on the recommendation of Colombo Plan Consultative Committee. In the year 1953, the Government if Pakistan replaced the Development Board with a new autonomous body called Planning Board. The Board was assigned the duty of

administration of the whole body; while the ***Project Wing monitors*** the progress of a selected development schemes, which are either completed or in process of completion.

The Administrative Wing of Planning Commission consists on special sections, Plan-Coordination Section, Development Authorization Section, and Public Administration Section.

Functions:-

The functions of Planning Commission or Planning & Development Division are as following:-

1. To prepare national plans at periodic intervals for economic and social development of the country.
2. To make assessment from time to time of the human and national resources of the country.
3. To recommend such adjustments in the national plan as may be necessary in view of changing economic situation.
4. To stimulate and where necessary initiate the preparation of Development Programme and Projects; to examine and advise on all such programmes and projects with the view to decide whether they conform to national objectives and, in general, whether they provide for the most efficient use of available resources.
5. To coordinate the examination of development programmes and projects in consultation with appropriate authorities.
6. To prepare the annual development programme within the frame work of the national plan and to propose the allocation of resources on the basis of already determined proprieties.
7. To analyse and make recommendations on important economic policies and programmes.
8. To advise the Federal and provincial governments, whenever so required on economic policies and problems.
9. To prepare data for the use of aid giving countries, economic appraisement and evaluation.
10. To understand and promote economic research; and to initiate surveys and investigation needed to support effective planning and development.
11. To devise, obtain, collect and distribute to all concerned, reports on the progress of projects and to prepare periodic digests of these reports for the information of the Government.

12. To measure performance against promise, especially by comparing actual with estimated costs of projects.
13. To identify the causes of delays and difficulties, if any, in the implementation of projects and to promote specific solutions.
14. To advise on the nature of the machinery of securing the efficiency execution of the national plan.-

2. PLANNING AND DEVELOPMENT DEPARTMENT/BOARD

At the provincial level, the planning activities of all the departments and agencies are coordinated by the Planning and Development Departments. Each P&D Department is headed by a Chairman or some time by an Additional Chief Secretary; who belongs to civil service. He is assisted by a Member (Technical), a Chief Economist, a Joint Chief Economist and an Additional Secretary.

The Planning and Development Department is divided into self contained seven or eight sections, each of which is headed by a Chief. Each section is further divided into sub-section, controlled by Assistant Chief. The department is also manned by research officers, economic investigators, statistical officers and other technical personnel in lower cadres.[26]

In performing its functions the P&D Department is assisted by the following attached departments/institutions.

i) Bureau of Statistics
ii) Projects Training Institute
iii) Economic Research Institute
iv) Agency for Barani Areas Development (ABAD)

FUNCTIONS:-

1. To prepare the Annual Development Programme in coordination with all departments.
2. To monitor the utilization of A.D.P. funds during a financial year.
3. To coordinate the provincial government's views on economic policy issues.
4. To conduct research in economic issues.
5. To determine policy for the approval of development schemes.
6. To coordinate external capital assistance for the provincial government.
7. To coordinate training in economic development for all offices serving with Provincial Governments.

8. To prepare five-year and other provincial development plans.

9. To improve the pace and quality of economic development in the province.

3. DISTRICT GOVERNMENT:

The District Governments consist of Zila Nazim, District Coordination Officer (DCO) and Executive District Officers of tewlve departments, in addition to ex-officio members of Zila Council who are Union Nazims and are elected directly by the people of their respective Union Council. The Zila Nazim is also elected by the Nazims, Naib Nazims and councillors of the respective district for the period of four years.

4. ZILLA COUNCILS

Zilla councils, in addition to the elected members, include the representatives of all the departments, without voting rights. Zilla councils coordinate developmental activities of respective Zila. Zila councils perform the following functions:-

i) To finalize the list schemes for inclusion in A.D.P. in respect of rural areas.

ii) To approve schemes costing upto 2.5 million.

iii) To review of A.D.P. schemes.

iv) To monitor the progress of development schemes.

(B) SANCTIONING MACHINERY:

A brief narration of fund sanctioning/economic decision making machinery at Federal and Provincial levels is given below:-

(i) FEDERAL LEVEL

(a) National Economic Council (NEC)

It is the highest economic decision-making authority in the country. At present the composition of NEC is a follows:-

1.	Prime Minister	Chairman
2.	Minister for Finance	Member
3.	Minister for Planning and Development	Member
4.	Minister for Labour and Manpower	Member
5.	Minister for Production Industries	Member

6.	Minister for Housing & Works	Member
7.	Minister for local Government and Rural Development.	Member
8.	Minister for Communication.	Member
9.	Minister for Education	Member
10.	Minister for Information & Board-casting	Member
11.	Chief Ministers of all provinces	Members
12.	Chief Secretaries of all provinces	Members

The following are the functions of National Economic Council.

i. To review the over all economic conditions of the country.

ii. To formulate plans in respect of financial, commercial, social and economic policies of the country.

iii. To approve Five-Year-Plan, and Annual Development Programmes, to ensure the removal of regional disparities and to appoint such committees of experts as may be necessary to assist the council in the performance of its functions.[28]

(b) Executive Committee of National Economic Council (ECNEC).

The Executive Committee of National Economic Council is second in line of hierarchy to make economic decisions in the country. The composition of E.C.N.E.C. is as follows:

1.	Minister for Finance	Chairman
2.	Minister for Planning & Development	Member
3.	Minister for Kashmir Affairs and Northern Areas	Member
4.	Minister for Production and Industries	Member
5.	Minister for Housing and Works.	Member

6. Minister for Water and Power	Member
7. Minister for Education	Member
8. Minister for Communication	Member
9. Minister for Food & Agriculture	Member
10. Minister for Information and Broadcasting	Member
11. Chief Secretaries of all provinces	Members

Its primary function is to carry out the decisions taken by the National Economic Council. It approve the projects of costs exceeding Rs. 50.00 millions; which are submitted by C.D.W.P. and Federal Ministries. It is authorised to introduce modest changes in plans in recognition of changes in the objective conditions of the economy. It sanctions development schemes of specified financial limits in both public and private sectors. It is truly called the staff arm of National Economic Council (NEC).[29]

(c) Central Development Working Party (CDWP)

The Central Development Working Party is headed by the Secretary Planning and Development Division and the Secretary concerned ministry, the Secretary Finance Ministry, the Secretary Economic Division and Chairmen of P&D departments of the provinces are the members of C.D.W.P.

The C.D.W.P. approves the schemes of Federal ministries costing over Rs. 10 million and of provincial governments costing over Rs. 50 million.

The C.D.W.P. considers the projects, put up by Planning and Development Board or Department, to recommend or reject a project on the basis of merit and demerits. It may also send the project back with some observations and modifications.[30]

There also exists a "Special CDWP" which examines more important development schemes required to be considered at a higher level. The meetings of the special CDWP are chaired by the Minister of Planning & Development instead of secretary planning and development.[31]

(ii) PROVINCIAL LEVEL

(a) Provincial Development Working Party." (PDWP)

The Provincial Development Working Party is located in the Planning and Development Departments/Boards. The P.D.W.P. is chaired by Chairman P&D and Secretary Finance Department, Secretary concerned department and Director Economic Research Institute are the members of the P.D.W.P.

It scrutinizes all those projects likely to be included in the annual and five year plans relating to that province. It accords approval to projects with individual cost ranging from Rs. 4.0 million to 20.0 million.

(b) Departmental Sub-Committee:

The Departmental Sub-committee is headed by the Secretary of the concerned department. The representatives of P&D Department and Finance Department are the members of this sub-committee.

The Departmental Sub-committee considers all the projects, which are prepared by the concerned administrative department. The committee is fully competent to approve or disapprove or approve with certain observations. The committee can approve all the projects within the cost rang of Rs. 0.7 million to 4.00 million.

3. DISTRICT LEVEL

Zila Councils:

The composition of Zila Councils have been completed through five stages of elections starting from 31st December 2000 to 8th Aughst 2001. Each Zila Council consists of the elected Union Nazims, Women Members and the Members from peasants and workers and the minority communities (who are also elected by the members of Zila Council). The Naib Nazim, who is also elected by the union nazims, naib nazims and councillors for the period of four-years, presides over the meetings and sessions of Zila Councils. The zila councils are empowered to approve schemes costing up to 2.5 million in respect of rural water supplies, health and education (urban & rural) schemes of the respective district. (See table 7.1)

TABLE 7.1

Level	Approving Authority	Sanctioning Authority
Federal Level	1. Planning Commision 2. Plannign & Development Divison	1. NEC 2. ECNEC 3. CDWP 4. Special CDWP
Provincial Level	1. Planning & Development Deptt. (Punjab & Sindh) 2. Planning & Development Board (NWFP & Balochistan)	1. PDWP 2. Departmental Sub-Committee
District Level	District Governments	Zila Councils

DEFECTS OF PLANNING MACHINERY:

The Planning Machinery of Pakistan suffers from certain defects, which are:

1. Dual Machinery:-

Pakistan's planning machinery is divided into two categories, the planning machinery and the sanctioning machinery. Therefore Pakistan has to perform dual exercise, which is wastage of time and money.

2. Appointment of Non-Technical:-

Another important defect in planning machinery in Pakistna is the appointment of non-technical staff for drawing up and execution of plan. In the entire history of Plannign Commission of Pakistan, it has been headed by senior members of civil service, instead of a professional.

3. Not Compatible with Economic Conditions:

The expenses; which are being spent on planning machinery of Pakistan is not compatble with economic conditions of the country. We spend more and earn less from the planning in Pakistan.

4. Non Representation of Private Sector:

In Planning Commission of Pakistan, there is no representation from the private sector; while the private sector contribute a lot for realizing the plans in Pakistan.

5. Slow Infrastructure:-

Pakistan Planning Commission is developing a very slow infrastructure in the country, which is not compatible with a growth and development in the country.

(c) PLANNING PROCESS:

Planning plays a crucial role in the socio-economic development of a country. It aims at optimum utilization of available resources in order to maximize social welfare. Planning is a post-war phenomenon. Many countries, which become independent after World War II, have adopted planning as a weapon to rid of their backwardness. A country may be said to be engaged in development planning, if its government makes a deliberate and continuous attempt to accelerate the rate of economic and social progress and to alter institutional arrangements regarded as a hindrance to the attainment of this good.32 The need for planning is felt for the following grounds:-

i) It takes care of the collective needs of the people. It helps to determine the direction in which an economy is desired to move.
ii) It is inevitable for the equitable distribution of economic power.
iii) It serves as a powerful instrument for eliminating instability, which is an essential concomitant of a free market economy.

iv) It provides for proper coordination and, thereby, avoids the waste of scarce resources.
v) It helps in coping with major economic changes.
vi) It facilitates the optimum utilization of the country's resources.
vii) It enables the economy to look ahead and, thereby, to lay the foundation for longterm growth.[33]

PLAN FORMULATION:-

Any country which wants to plan its economic development, has to follow the formulation of certain broad objectives and transformations of well defined physical targets. Those objectives are defined in the context of the direction of a plan. A plan may be of different durations. It can be (a) short (b) medium and (c) long term. A short is usually annual plan. A medium is of five years; while the long term plan ranges from ten to twenty years. In Pakistan, the duration of plan is normally five years. The following steps are involved in preparation of a plan in Pakistan:[34]

1. Board Objectives and Targets Setting:-

The first step in plan formulation is the determination of broad objectives and targets. The socio-economic objectives, thus, determined indicate the direction in which the economy is planned, to move. The various objectives which a plan normally claims to achieve include increase in per capita income, high level of employment, increase in national income, price stability, rapid industrialization, removal of inequalities, quailibrium in the balance of payments, removal of regional disparities, diversification of the economy and provision of social services such as health, education, housing, water and sanitation. Not always are all these objectives consistent some are exclusive. The basic idea of planning is to achieve these objectives with an optimum degree of consistency.

The identification of broad goals and objectives is followed by the spelling out of physical targets for various sectors of the economy. This ultimately becomes the basis for determining the shape and size of annual plans.

2. Survey of Economic Conditions:-

The next step is to examine the existing economic conditions in the context of the plan perspective. Such a survey enables the identification of areas where more concentrated efforts are needed for the over-all growth of the economy.

3. Identifying the strategy:-

The setting of objectives/targets and review of economic conditions help in identifying the strategy to be adopted, to ensure the successful implementation of plan. It means the specific methods to achieve the plan objectives and targets. It reveals the crucial areas, which if not properly tackled as envisaged in a plan, may lead to its failure.

The Fifth Five Year Plan identified the strategy as development of agriculture by utilizing and, manpower and water resources, using modern inputs and creating permanent institutions in the vital sector of economy.

4. Determination of Plan Size:-

After setting the objectives, targets and strategy, next step is to fix the size of the plan, to know about the total investment. For this purpose, planners use the capital----out put ratio or the capital co-efficient as a tool. This ratio determines the capital needed to achieve a given unit of increase in the national income.

5. Financing the Plan:-

The next step is to find ways and means of financing the plan through the public and private sectors. In a mixed economy, government has to make serious efforts to achieve the objective of the plan, through the following instruments:

a) Direct Public Expenditure: This refers to the expenditure incurred by the government for development of various sectors of economy through A.D.Ps.

b) Direction of Resources: The government directs the resources in private sector through various policies and regulations, to channelize such resources in the direction of a plan.

c) Sources of Financing: There are internal and external resources to finance a plan. Internal resources are generated within the country; while external resources are obtained out side the country, in the form of loans, grants, assistances and foreign investments.

6. Preparing the Sectorial Programmes:

Fixation of broad physical targets for various sectors of economy leads to preparation of detailed Sectorial programme on the basis of plan priorities. To envolve a workable plan, a proper balance among various major parts of the plan is essential. The plan should be consistent and efficient and the physical targets must match the financial resources available.

7. Mobilizing the Resources:

The success of any plan depends upon the mobilization of resources both in terms of men and material. Therefore, a plan should specifically identify as to how the required resources will be mobilized to implement the plan objectives and targets.

8. Plan Execution:

Finally, the machinery to execute the plan at different levels needs to be spelt out. This would clearly indicate the handling of different development activities emanating from the plan by a number of organizations/agencies, mainly in the public sector.

DEFECTS OF PLANNING IN PAKISTAN

Pakistan, like other developing countries, is caught up 'in the vicious circle of poverty. Since partition, the Government of Pakistan is anxious to raise the standard of living of the people but it has not yet been able to come out of the bogy of poverty. On the other side, the developed countries are growing at a fast speed as they have a set of favourable conditions for growth. The gap between the developed and the developing countries is widening instead of narrowing. In order to overcome the shortcomings of market mechanism and to push up the tempo of development, the Government of Pakistan has drawn up eight plan. Some of plans did succeed in raising industrial and agriculture production but the overall performance of the plans is discouraging. The main factors which have inhibited partially or wholly effective planning in Pakistan are as follows:-

1. Lack of basic data:

In order to draw a comprehensive and realistic plan, the accurate statistical information about the existing conditions of the economy should be available to the planners. In Pakistan, the data on natural, human and financial resources provided to the planning machinery is mostly inaccurate and unreliable. If the data is obsolete or contains wide margins of error, the objective of the plans would not be achieved and the plan ends in failure.

2. Lack of public co-operation:

Lack of co-operation and mistrust of the Government had remained an important hurdle to effective planning in Pakistan. The planning machinery has not been able to enlist the co-operation, support and enthusiasm of the people for the implementations of the plans.

3. Political Instability:

Another bottleneck to effective planning is the political instability in Pakistan. The rapid change over of the government set up, has led to unplanned and haphazard economic growth. The uncertainties of the election results has hindered and slowed down the rate of development in the country and has made the plans mostly ineffective.

4. Role of Foreign Assistance:

Pakistan has been relying on foreign aid for economic development since the first day of economic planning in Pakistan. The aid giving. countries do not finance the projects of the developing countries for philanthropic motives. They have their political and economic motives. So long as the interests between the aid giving countries and the aid receiving countries do not conflict, the aid is given. As and when the interests of the two clash, the aid is immediately stopped or reduced. Pakistan's aid has been curtailed many a times in the past and so the achievements of the plans fell short of expectations.

Foreign aid has, in fact, become a necessary evil for Pakistan. It can only be ignored if the strategy of self reliance is adopted in Pakistan.

5. Natural Calamities:

Agriculture is the backbone of our country, It now contributes 26% to GDP, accounts for 45% of foreign exchange earnings and engages 52% of the labour force. If in any year, the rain is untimely, weather unfavourable or locus strom attacks the standing crops, the agricultural production falls short of the targets, Exports of raw material and manufactured goods decline. Expenditure on the import of food-grain increases. The sectoral allocation in the plan then has to be revised which upsets the whole programme of planning.

6. Dualism:

Dualism is another important constraint on the effective planning in Pakistan. The differences in social customs, differences of technology and a gap in the the level of per capita income between the four provinces of the country have stood in the way of effective planning in Pakistan.

7. Ambitious Plans:

If we look at the objectives of First Five Year Plan and the seven subsequent plans of Pakistan, we will find them too ambitious. They are not properly phased in time. When the objectives of plans are partially achieved, it creates discontentment among the people and reduce the usefulness of the development plans.

(d) DEVELOPMENT PLANNING:

Pakistan, after independence was confronted with numerous problems. After establishing the administrative machinery, the policy makers resorted to the planning as early 1951. The initial effort was not systematic and coherent one, yet it was a starting point for planning process. The process was started with formulation of Columbo Plan (1951-57). The plan was the collection of projects rather than development planning, thus was replaced by First-Five Year Plan in 1955. The next twenty years since 1955, were covered under four Five Year Plans. The first three Five-Year-Plans (1955-70) were implemented, while fourth Plan had to be scrapped due to separation of East Pakistan. The country had to resort to adhoc planning on an annual basis and it continued for six years (1972-78). Again from July, 1978, the Fifth Five Year Plan (1978-83) has launched;[35] which was followed by Sixth Five Year Plan (1983-88), Seventh Five Year Plan (1988-93) and Eighth Five Year Plan (1993-98).

The planning experience in Pakistan has remained mixed; some plans have proved a great success; while some other have resulted in failure; due to certain factors. Prominent among those factors were the droughts, heavy floods, political instability, wars with India, the secession of the East Pakistan, oil price hike, and international

recessionary and inflationary conditions. These impediments were beyond the human control and the economy has undergone structural changes. The G.D.P. rate increased from 5.8 percent to 16.1 percent; while agriculture had declined from 60 percent to 31 percent. Likewise the commodity producing sector had also declined from 66.9 percent to 56.2 percent, whereas the service sector has gone upto from 13.1 percent to 43.8 percent.[36] Thus the Pakistan's economy suffered a lot fluctuations since 1947 upto now.

The Planning chronology with special emphasis on evaluation of the various plans is briefly described as follows:-

The Colombo Plan 1951-57:-

A six-year National Development Plan was started under Colombo Plan in 1951, which was aimed to prepare the country for future advancement. It focused attention on the expansion of overhead facilities in such fields as communication, power and irrigation.[37] It was flexible in many ways and was modified and expanded in the course of the year to come within the framework of this plan, a two year Priority Programme was drawn up. During the first five years of the plan, the actual expenditure was amounting to Rs. 3,000 million as compared to the plan allocation of Rs. 2600 million.

The plan ran into difficulties, because of adverse term of trade, serious shortage of food, increased prices of capital goods, and supply difficulties. The effect of the Korean war were becoming evident. Inspite of these difficulties, the industrial sector recorded a sharp growth during 1950-55. But the agriculture sector lagged behind and the production of foodgrains decreased by about 0.5 million tons. The failure of food production to keep pace with the rising demand was specially serious in view of the fact that the country's population rose by 9 per cent during this period. Of the greater importance was government's decision to provide the entire outlay from its own resources, whereas the plan depended upon the both domestic and foreign funds. However the radical changes in the country's economy made it impossible to implement the priority programme.

First Five-Year Plan (1955-60):

The launching of First Five-Year Plan marked an era of integrated planning in Pakistan. The plan aimed to prepare the ground for rapid growth by building up infrastructure, and to increase the production in agricultural and industrial sectors for the increase of national income by 15% and per capita income by 7%.

The total development expenditure during the plan amounted to Rs. 10,590 million against the proposed plan of Rs. 10,800 million. Of this 6,930 million were spent in the public sector and Rs. 3660 million in the private sector as compared to the plan allocation of Rs. 7,500 million and Rs. 3,300 million respectively.[38]

The objectives of the plan could not be realized. The G.N.P. increased by 11% and per capital income increased by 1.6%. The growth in agriculture lagged behind, and it failed to cater the requirements of the people in the fields of education, housing and income distribution, but in the industrial sector its performance was impressive. It also succeeded in developing managerial skills of fair order and the country's ability to implement development programmes.

The implementation of plan suffered due to quick changes in the government, the absence of institutional liaison between Planning Board and other ministries and lack of coordination and institutionalized frame work.[39]

Second Five-Year Plan (1960-65):

Second Five-Year Plan was launched in 1960, in more favourable conditions, as Ayub's regime had revived political stability and brought the prices level under control. The strategy of the plan was growth oriented, and this was clearly reflected in framing of objectives, priorities and financial allocation of the plan.

The total expenditure was estimated at Rs. 27,540 million, against the plan target of Rs. 23,000 million, excluding 640 million for rural works. The mobilization of domestic resources during the plan period amounted to Rs. 18,000 million as against the target of Rs. 11,450 million. Total exports were more than projected in the plan. Thus the financial target had been overfulfilled despite the shortfall of the foreign assistance.[40]

The plan achieved the growth rate of about 6 percent per annum. The investment level rose to 18.8 percent of the G.N.P. The rate of savings and re-investment rose to 20 percent and exports increased at the rate of 7 percent per annum. By the end of June 1965, the economy seemed poised for a self sustained development efforts in the future.

The strategy of social justice was not blended in the plan, whereas the some policies of plan encouraged income inequalities, which resulted in dissatisfaction among the people. The fact was that the success of the era resulted in diverse development of the economy.

Third Five-Year Plan (1965-70):

The Third Five-Year Plan was formulated within the frame-work of the Twenty-Year Perspective Plan (1965-85) and in the light of the achievements and short falls of the two previous plans. It aimed at the rapid growth of national economy with the increase of 37% G.N.P. to reduce the degree of inter-regional and intra-regional disparity, to provide at least 55 lakh new job opportunities, to develop basic industries, to increase per acre the agriculture yields, to arrest the menacing growth of population and to bridge the gap between the rich and poors by removing the income disparity.

The plan envisaged a total outlay of Rs. 5,2000 million 30,000 million in public sector and 2,2000 million in the private sector, with a view to achieve the main objectives and targets of the plan.[41]

Soon after the launching, the plan had to be reviewed its resources and priorities; due to the drought in West Pakistan and flood in East Pakistan, war with India and suspension of some foreign aid to Pakistan. As a result the total development expenditure declined to Rs. 42850 million against the estimated target showing a short fall of 17.5 percent. About 53 percent of the plan target of public sector expenditure was estimated to have been financed through mobilization of domestic resources. Thus total deficit financing was amounting to Rs. 2,322 million.

The G.N.P. increased 5.8% against 6.5% agricultural production by 4.1% against 5.0% and export earnings by 6.5% against 9.5%. A growth rate of only 7.8% in value added in manufacturing sector was realised compared with the plan target of 10 per cent. A proportion of G.N.P. gross income declined from 18.8 percent to 14.3 percent. The saving was only 6 percent against 20 percent. However the foreign exchange earning increased at an annual compound rate of 6.5 percent compared to the plan target of 9.5 percent, reaching the level of Rs. 4,250 million in 1969-70.[42]

Fourth Five-Year Plan (1970-75):

The Fourth Five-Year was formulated with an ambitious size of Rs. 75,000 million. It aimed at broadening the base of development in the country and reduction in inter and intra-regional disparities in per capital income for establishment of just society.43 But the plan could not be implemented due to war with India and fall of Dacca.

The political instability and economic uncertainty suspended the implementation of plan and A.D.P. was employed for economic planning from 1971. The adhocism in planning continued for seven years and lacked any mid-term perspective. The nationalisation policy made the private sector reluctant to invest; while the public sector implemented a bulk of new investment programmes. Thus the public sector assumed the role of major responsible for economic development. As a result public sector development expenditure had risen from Rs. 2,680.9 million in 1971-72 to 26137.0 million in 1980-81 around ninefold expansion in nine years.

The non plan-period (1971-78) envisaged a total development outlay of Rs. 118.3 billion -- Rs. 75.5 billion in public sector and 42.8 in private sector. The major sector, in which the heavy allocations were made were Agriculture, Water, Energy (Power and Fuel) Industry, Transportation, and Communication, which constituted 74% of the total expenditure of 118.3 billion.

The per capita income rose by 3.1 per cent per annum, while G.N.P. by 6.1 percent, during the period. The year 1977-78 witnessed a marked shift in growth as

G.N.P. and percapita income rose by 10.4 percent and 7.2 percent respectively. The agricultural sector as a whole grew at a annual rate of 1.7% as compared to the previous years.

Fifth Five-Year Plan (1978-83):

The Fifth Five-Year Plan was launched in 1978, after the interval of eight years. It was a welfare-oriented plan and laid stress not only on solution of economic problems and basic needs, but also attended to social imperatives. The plan recognised the importance of private sector and envisaged a big role in future development.

The plan envisaged a total out-lay of Rs. 210.2 billion, of which 148.2 billion were earmarked for public and Rs. 62 billion for private sector. It was decided that 75% investment would be financed from domestic and 25% from foreign resources. It aimed at the development of the sectors of agriculture, water, industry, transport and communication. It did not ignore the physical planning and housing and social sectors.

The strategy of the plan aimed at the consolidation and improvement of overall balance of the economy to overcome the economic difficulties and strain. In over-all, the plan strategy emphasised (a) growth in both industrial and agricultural production, (b) allocation of resources towards under-privileged and neglected areas and sectors (c) vigorous drive to raise domestic savings and reduce dependence on foreign resources (d) effective role for private sector (e) a shift infavour of social sector.[44]

Despite the deepest world recession and poor economic conditions of the developing world the Fifth Five-Year Plan succeeded in maintaining a consistent G.D.P. growth of 6 percent a year; converting huge food deficits into modest food surplus; lowering the inflation rate from an average of 16% five year ago around 5% in 1982-83; consolidating over, extended investment programmes and sharpening investment priorities; accelerating the development of less developed regions, particularly Baluchistan, which witnessed an acceleration of five times its development expenditure over this period; reviving the industrial growth rate to over 9% a year and liberalising some of the industrial controls and incentives; electrifying more villages during the last five years than in the previous 30 years and extending social safety nets for the poorest 20% of the population, both through the introduction of zakat system and because of major inflow of remittances to lower income groups.[45]

In the plan total investment declined as a percentage of the G.N.P. Second, there was no sufficient long term investment, either in physical infrastructure projects or in human resources development. This has created the shortage of energy, telephone, water, and educational and health facilities during the plan period.

Sixth Five-Year Plan 1983-88:

The Sixth Five-Year Plan aimed at the rapid economic development; the flow of growth benefits to the poor; participation of the majority of people in economic life; protection of the most vulnerable group in society; five fold increase in expenditure on

health and education; a quantum jump in technology development; and massive deregulation of economy.

The sixth plan stipulated an investment target of Rs. 147 billion, of which 90.6 million of public sector and 56.4 billion of private sector, in first two years. About 77% of the proposed investment was to be financed through national savings and 23% through external resources.

On 31st December, 1985, a five-point programme was announced by the Prime Minister of Pakistan for the next four years covering the following aspects:-

i) Establishment of an Islamic democratic system based on Pakistan's national ideology.

ii) Promotion of an equitable economic system which would end unemployment and ensure the prosperity of the people.

iii) Elimination of illiteracy and preparation of the people for modern scientific age;

iv) A Jihad against bribery, injustice and corruption in society, so that a sense of security and justice among people was strengthened; and

v) Consolidation of national integrity and sovereignty through a strong national defence and a non-aligned, balanced foreign policy.46

The economic programme announced by the Government essentially reiterated the priorities laid down in the sixth Five-Year Plan:-

- In the housing sector, major emphasis on the upgradation of katchi abadis and provision of 7 marlas plots to the shelterless rural population.
- Added emphasis on anti-waterlogging and salinity programmes.
- Greater attention on checking the rapid growth of population.
- Special programme for women, youth, small farmers, labourers and the middle class.
- Continued emphasis on the accelerated development of backward regions.
- A strategy for more successful resources mobilisation, financing and financial management.

Keeping in views the above objectives, the Government allocated Rs. 117.350 billion. Out of which, 27.5 billion was earmarked for rural education, 30 billion for village electrification, 15 billion for eradication of water logging and salinity, 8.1 billion for rural water supply and sanitation, 6.2 billion for improvement in the rural infrastructure and 5.7 billion for rural health.[47]

The performance of the plan bears testimony to the impression that the government is committed not only to make the country a welfare state, where every citizen would be entitled to equitable facilities and resources but also to ensure that the future generation receive a sound base of development to go ahead and foresee an atmosphere of progress and prosperity for Pakistan and its people.

Seventh Five-Year Plan (1988-93):

The Seventh Five-Year Plan was launched in 1988 with the aim of rapid economic development leading to not only higher per capita but also institutionalization of the development process through structural transformation of the economy, wider dispersal of development benefits and promotion of welfare as well as achievement of self-reliance.

The plan was facing the various issues including unemployment; provision of medical cover, development of agricultural sector, resource mobilization, Kalabagh Dam, distribution of Indus water, and population problem.

A total outlay of Rs. 692 billion, including an allocation for public sector of Rs. 350 billion and for private sector Rs. 292 billion, has been allocated in the Seventh Five-Year Plan. Thus the size of this plan is 26% higher than the Sixth Plan. The outlay of 62.8% would be financed through budget and 37.13% outside it. Thus the non-development expenditure have to be curtailed and new-taxation have to be imposed. Therefore, it is estimated that 3.6% of G.N.P. is being paid in the shape of debt revising charges on foreign loans.

In the plan, 10-point national employment strategy (NES) have been adopted, which envisaged comprehensive measure to resolve unemployment problem, six million jobs would be created, small scale industries would be set up, opportunities for self-employment would be provided, people would be skilled, the construction of industries would be revived, domestic manufacturing would be focused, avenues for rural employment would be created, labour policy would be reconsidered, administrative changes would be introduced, and special employment fund of Rs. three billion would be established.

There are eleven major policy factors in the Seven Five-Year Plan, which are: employment intensive projects, exemption of 25% of tax to specific industries in rural areas, industrialization of rural area would be confined to private sector; public sector would only be confined to infrustructural development, decontrolled policy would be adopted, revival and expansion of existing industries, disposal of sick industries, infrastructure of backward regions and input subsidisation.[48]

The Seventh Plan has projected an improvement in the balance of payment by the end of plan-period, as the current account deficit is expected to fall when measured in relations to G.N.P. in real terms from an estimated 2.7 percent in 1987-88 to 2.4 percent

in 1992-93. The trade deficite will fall from $ 2.3 billion to $ 1.9 billion in the end of the plan period. Similarly the current account will rise to 7.3 percent by 1993.

To conclude briefly, it can be said that entire trade and external financing strategy of the plan appears to be based on some highly realistic projections and also some rather high ambitious assumptions. Considering that Pakistan's external trade and its external financing requirements are largely dependent upon external factors, which are not in Pakistan's control. The country's ability to improve its self-sufficiency is highly dependent on its domestic policies constrained by resources shortage. The strategy outlined in the plan for trade and external financing however, appears to be fairly logical.

Eighth Five-Year Plan (1993-98):

The Eighth Five-Year-Plan was approved in May 1994; while it had been started from the fiscal year of 1993-94. It is to mentioned that it could not be launched immediately with effect from July 1, 1993, due to political crisis, as the Seventh Five Year Plan expired on June 30, 1993. However it was officially stated that the annual development programme for the year 1993-94 should be deemed as a part of Eighth Five Year Plan. In the terms of long term planning, this retrospective coverage is unusual. The plan provided for the policy of "less-government" interference, with complete free market economy carried out by a public sector organizations; which is mostly linked with a managed and regulated economy,

The Eigth Five-Year Plan was launched with a drastic upward revision in the development targets and in overall size of financing of the plan. The plan envisaged the GDP growth rate at 7 percent, and 4.5 percent in the year of 1993-94. It provided to deal effectively with the macro instability and launched wide ranging reforms aimed at structural adjustment in the economy, which have since covered considerable mileage towards the cherished goal of macro-economic stability. It also aimed at the policy reforms in energy, physical infrastructure, and social sectors. In view of the assumption to achieve 7 percent annual growth rate, the plan has been placed at Rs. 1701 billion revised upwards from the last year's estimates of Rs. 1420 billion. It is expected that total employment opportunities during the plan-period will be 5.72 million or 1.144 million jobs per year.

A multi-dimensional approach was adopted in the Eigth Five-Year-Plan. Which are:-

First, a broader strategy is to be adopted to develop the economy in such a way which would generate job-opportunities at a much faster pace to catch up ever-increasing unemployment in the country.

Second, all out efforts are to be made to reduce an uncontrolled population growth.

Third, the comprehensive technical and vocational training schemes are to be launched to enhance the market ability in technical education and skill.

The Eigth Five-Year-Plan has shifted the policy in favour of the private sector, which is reflected in its outlay, in which out of a total of Rs. 1701 billion, the allocation for the private sector has been kept at Rs. 948.4 billion or 56 percent of the total, and a sizeable amount of Rs. 269 billion for public sector.

An important aspect to planned development that the Eighth Plan document reveals is that the Seventh Plan has left a large backlog, the "throwforward of the public sector development programmes from the Seventh to the Eighth Plan", as the plan document puts it. As a result, it is apprehended that initiation of new schemes will remain under restraint. This would, in turn, imply that for sustainable development to be undertaken, the government or, in any case, the planners and implementers will remain under pressure to choose between pruning the on-going schemes or delaying the new ones, which would slow down progress.

In the given situation in Pakistan, the major need is speedy development of infrastructure. But whether it will be done wholly by the public sector or the private sector has yet to be decided. A strong section of opinion here favours a pattern in which the government seeks increasing participation of the private sector. Another prerequisite to development is macro-economic stability. This the government has specifically promised in the plan document, as also the maintenance of law and order. Ultimately, as it is said, while plans are built on hopes, their implementation is often clouded with apprehensions, which is the case with Pakistan's present plan.

In the face of this hard fact, the approval of the Plan with upward revision of the various targets including the financial size of the Plan, would appear to be a mere formality having little compatibility with the realities of the existing economic situation. The very first year's jolt in the Plan's economic targets which is likely to be unfolded in the forthcoming budget documents, makes doubtful the achievement of the envisaged targets for the remaining four years of the Plan.

Moreover, in the absence of population census since 1981, the entire framework of envisaged growth targets in different sectors specially in the social sector and per capita income growth, would look to be devoid of any realistic basis. Thus the inherent flaws in the postulates of the Plan would continue to blur the vision and undermine the thrust underlying the concept of the Plan.

Further, the performance of the Plan would have to be seen in the light of the changed economic scenario in the country, following the introduction and pursuit of the economic and financial reforms combined with privatisation and openness for foreign investment. In this context, the role of the private sector is likely to assume a much greater importance in the development efforts than what has been envisaged in the Plan.

At the same time, the role of the public sector, it may be expected would be greatly reduced in industrial and trading sectors and it should be restricted to the social sectors -- health, education, population planning, infrastructure development, etc. In view of this, the progress during the Plan period is likely to show a considerable measure of deviation from what the Plan envisages.

The financial size of the Plan is rightly based on a greater share of the private sector -- to the extent of 56 per cent and the remaining 44 per cent to the public sector. In terms of financial outlay, investment from the private and public sectors is envisaged at Rs. 949 billion and Rs. 752 billion, respectively, which is stated to have been increased by 56 per cent and 36 per cent, respectively, as compared to the targeted investment in the Seventh Plan.

The relatively ambitious targets would undeniably warrant greater efforts to substantially increase national savings and thereby to accelerate the pace of investment. It may be pointed out that seven per cent annual growth of GDP would require increase in investment rate to 25 per cent of GDP from the 20.2 per cent noted in 1992-93. At the same time the marginal rate of savings would have to be increased to 30 per cent of GDP from 1994-95's 20.2 per cent. The country's resource position would greatly depend on the inflow of foreign capital flows both in the form of long-term loans and private investments. The Plan targets would thus be subjected to a greater measure of uncertainties on the financing front.

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Chapter 8
DECISION - MAKING

i. Introduction

ii. Meaning & Definition

iii. Decision-Making-Theories

iv. Decision-Making-Process

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Decision Making

Introduction

Decision-making is a crucial concept of organization-theory. Every formal organization is set up to achieve certain objectives. A number of decisions are to be taken to attain these organizational objectives. Decision-making is, therefore, regarded as the heart of management. ***Herbert Simon*** argues that "every aspect of administration revolves around it."[1]

Some other writers also consider decision-making as the hub of administration, as ***F.A. Nigro*** observes, "What really take place in an organization, can be understood, if one does not know what kind of decisions are made, who participate in making them, and what their exact role is."[2]

Decision-making in public administration is not an easy job and it is very difficult as we can not keep things pending in it and administration needs quick and speedy decisions. Thus administration and organizations revolve around the decision-making and decision-making emerges as vital activity.

Decision-making deals with strategy. Decisions on strategy deal with questions, such as how to meet goals, keep friends, survive and grow? Decision-making is essentially a process rather than an isolated act without continuity in time. It is a cooperative activity. It involves a large range of machinery to make a decision. In the words of ***Secklar Hudson***; "decision - making in government is a plural activity. One individual may pronounce the decision, but many contribute to the process of reaching decision. It is a part of political system."[3]

Meanings & Definition

According to dictionary meanings, decision is the act of determination in one's own mind upon an opinion or course of action. It is a process of choosing alternative from two or more possible alternatives. As ***Grover Starling*** says, "Decision-making means the selecting from various alternatives, one course of action."[4]

Terry George also endorses Starling's view-point and says, "It involves a conscious choices or selection of one behaviour alternative from among group of two or more behaviour alternatives."[5] Thus, decision-making involves a choice among alternatives.

Decision-making is concerned with the policy-formulation. It is much less than policy, but not different in nature. That is why ***Terry George*** has remarked, "a decision is usually made within the guides established by policy. A policy is relatively extensive, affects many problems and is used again and again. In contrast a decision applies to a particular problem and has to a particular problem and has non-continuous usage."[6]

According to ***Ira Sharkansky***: "Decisions are choices from among alternatives courses of action; they to shape the outputs that the units produce. They affect the contributions that administrative agencies make to political, social and economic phenomena in their environment and that administrative agencies extract from their environment."[7]

Decision-Making Theories

One can categorise decision-making theory into four general groupings. Those are Organisational Process Model; Rational Actor; Pluralistic/Group Politics; and Personality Process Model. Brief explanation of each theory is given below:-

1. ORGANISATIONAL PROCESS MODEL:

It results primarily from standard operating processes. It suggests that government can be seen as a collection of quasi-feudal, loosely allied organizations. Thus, the Government equals the outputs of a multiplicity of organizational units functioning according to standard operating procedures." ***Max Weber, Aaron-Wildavsky, Herbert Simon, Mary Lippitt & Kenneth Mackenzie*** are the main representatives of this model.

Max Weber suggested that "the transformation of society to an industrial mode had resulted in the development of a bureaucracy which functioned according to a set of processes, the interaction among which resulted in decisions."[8]

Aaron Wildavsky is of the opinion that "there are a number of budgetary strategies characteristic of most organization, which must be mastered in order to understand, how budgetary decisions are made. He lays out a sequence of steps required to make a national decision. He opts that the ability to shape policy development by means of political and organizational process is not only likely but desirable."[9]

Herbert Simon suggested that "organizations may be understood in terms of their decision processes, as the organization is complex pattern of communication. An administrator should make decisions about organizational structure and about the content of work of the organization."[10] Administration involves the process of getting things done, but it operates within the constraints of bounded rationality.

Mary Lippitt and ***Kenneth Mackenzie*** said "the emphasis has been shifted from formulation of organisational theories to studies of organizational processes. As a result, studies dealt with smaller frame works for studying processes rather than comprehensive

frameworks for studying the organization as a whole. The many competing view-points created a demand for an applied organizational science in the form of organizational design and development. Many authors showed the need for considering a shift away from a laboratory studies, analytical models of decision-making and simple surveys to studies for larger processes and problems."[11]

Thus the organizational process model has increasingly moved in the direction of studies of larger processes and applications relevant to the management of organization.

2. RATIONAL ACTOR:

This model is based on the general assumption that an organizational leader of unit in particular manner, must has been directing his effort, toward a goal or set of goals. The approach is derived from a rigorous methodological background using techniques used in games-theory quantitative decision-theory and economics. In these areas, one assumes that it is possible to set goals, derive alternatives, examine consequences and make choices based on maximum available information and utility maximization; that is one pre-supposes a schedule of utilities such that the rational actor chooses those which maximize his own self interest. ***Harold Lasswell, Irwin Bross, Hans Morgantheau*** and ***Henery Kissinger*** are the representatives of this approach.

Harold Lasswell defines decision, as "a policy involving severe sanctions, which are involved when they are expected to be used or are infect applied to sustain a policy against opposition."[12] Thus a purposeful action is designed to maximize a particular goal, for decision-makers.

Irwin Bross developed a systematic description of major features of what goes into a decision based on the assumption that such decision making could be accomplished by a rational decision-maker.[13]

According to ***Hans Morgantheau***, people and nation are interested in power aggrandisement. Each nation-state has national interests. Thus one should decide in nation's interest.

Henry Kissinger also used the model of national interest, assuming that individual nations may be viewed as utility maximizer.[14]

In general, authors utilizing a system approach are also representatives of the rational actor model, since each system is assumed to move in the direction of maximizing a set of governmental goals and objectives. Rational decisions need not always be quantitative and the problems can significantly improve the quality of decision-making.

3. PLURALISTIC/GROUP POLITICS:

The concept suggests that decision makers are infect, part of a system of multiple power centers, each of which interact when a particular decision on a specific policy is

needed. The interaction of these centers prevents extreme decisions from being undertaken. These decisions are typically made in group setting with individuals carrying to the meeting their own as well as interest group position. The rules of small group dynamics thus are relatively important in understanding the manner, in which the final decisions are made.

David Truman, Robert Dahl and ***Gabrial Almond***, are the representatives of this approach. For ***Truman*** decisions are the resultant of a complex patterns of counterbalancing group interaction. For ***Robert Dahl***, there are five patterns of influences, which result in development of decisions. These are covert - integration; grand coalitions of coalitions; coalition of chieftains; independent sovereignties and rival sovereignties.[15] ***Gabriel Almond*** suggests that the same functions are performed in all political systems even though these are performed by different kinds of structures. These functions include the interest articulation; interest aggregation: rule-making; rule-application; rule-adjudications and communication.[16]

Harlan Cleveland says that decisions are result of brokage between individuals, both inside as well outside the organization. The leaders with the consultation of his people use to make decisions. This constitute the pluralistic trend, through which, the leader involve people to make the decisions.

Another pluralistic writer is ***Charles Lindbolm***, who recommends the method of successive limited comparisons; which has following characteristics:-

i. "Selection of value goals and empirical analysis of the needed action are not distinct from one another but are closely intertwined.

ii. Since means and ends are not distinct, means-ends analysis is often inappropriate or limited.

iii. The test of a `good' policy is typically that various analysts find themselves agreeing on a policy (without their agreeing that it is the most appropriate means to an agreed objective).

iv. Analysis is drastically limited:

   a. Important possible outcomes are neglected.
   b. Important alternative potential policies are neglected.
   c. Important affected values are neglected.

v. A succession of comparisons greatly reduces or eliminates reliance on theory.[17]

4. PERSONALITY PROCESS MODEL:

This approach proposes that it is important to review decision making from the view-point of both cognitive and effective elements of mind, as well as the information-processing components, which unite these two elements into conscious decision-maker.

Harold Lasswell, Amitai Etizioni, Iruin Janis, and ***Charis Argyris***, supported the approach. They suggested that the decision - making pattern have been closely associated with the analytical, and that work need to be done by decision makers on developing their initiative and emotional capabilities as a part of decision-making process.

Harold Lasswell says that the decision-maker collects a large amount of informations through his "right brain", and "left brain", and makes decisions through the serial processing of decision-making.[18]

Amitai Etzioni proposes the mixed scanning of the model of decision-making; which enables one to use a "wide angle camera" to gain a comprehensive view of problems and issues in the organizational landscape. By focussing on one point, further action is taken by decision-maker.

Irving Janis considers the problems of decision-makers, who under the psychological and social pressure make decisions with low quality.[19]

Charis Argyris suggests the ideas of "single-loop learning;" which means to detect and correct the errors without altering the values and policies and "double-loop learning;" which means to detect and correct the errors with the change of values and policies.[20]

Thus the balanced perspective on decision making include both analytical as well as emotional, cognitive as well effective and associational aspects.

As Conclusion, it can be said that the rational decision-making model is best among the all models and approaches. Rational and wise decisions are always welcomed by the decision-makers. However complete rationality is an un-attainable goal for administrative-decision-makers in all but the most simple kinds of problems. The most of the decisions must be desciplined and to be made after and assessment of several important issues.

Decision-Making-Process

(a) Steps:-

The decision-making must be followed by the following steps:-[21]

1. *Formulating the Problem:-* It means the identification, determination and recognition of problems or issues.
2. *Knowing background:-* All background informations and different view-points about the problem should be acquired.
3. *Selecting Objectives:-* The goals and objectives must be clarified and be selected.

4. *Designing Alternatives:-* Many alternatives must be kept in mind and them rank them according to their importance and implementation possibilities.

5. *Collecting Data:-* All data regarding the issue must be collected accordingly. After the collection, data may be classified and analysed.

6. *Building models:-* An inventory of means for realising their goals and objectives may be prepared and models may be built up.

7. *Listing the Solutions:-* Different propositions, tentative decisions and alternative solutions may be investigated and listed.

8. *Weighting Cost:-* Cost for the effectiveness of decisions implementation may be worked out and weighted.

9. *Testing for Sensitivity:-* All the alternative decisions may be tested and best one may be adopted for implementation.

10. *Re-examining objectives:-* After testing sensitivity, objectives may be re-examined accordingly.

11. *Looking for new alternatives:-* After examining the objectives new alternative solutions may be looked for and decision for the best solution may be made.

12. *Authorisation of Decisions:* All the decisions may be authorised by the higher level authority.

13. *Implementing the decisions:* The following three steps are involved for the implementation of decisions

    (a) listing of all alternative strategy;

    (b) the determination of all the consequences that follow upon each of the strategies; and

    (c) the comparative evaluation of all these sets of consequences.

14. *Obtaining feedback:-* The feedback on the result may be obtained and decisions to be modified in the light of result obtained.

(b) FACTORS

Millet refers to three aspects which must be considered in order to understand decision-making process:-

1. Personal Differences:-

There are differences in the personal qualities of decision-makers. Some people are willing to make choice and to abide by consequences; while others to prefer to avoid choices and to postpone the decisions. There are differences among individuals; which

are perhaps, the results of social environments in which they are nurtured. ***Chester Barnard*** has analysed the limitations of the intellectual as three fold: (a) he may be irresponsible (b) he may be non-decisive and (c) he may be non-persuasive.

2. Role of Knowledge:-

Decision making depends upon the availability of facts and the necessary data. The careful accumulation of facts, analysis of data, the use of concept of human behaviour to predict future development — all these elements in use of knowledge enter in the decision-making in varying degree.

3. Institutional Factors:-

There are institutional limitations, which circumscribe decision-making. Decision-making must consider the aspirations, traditions and attitudes of the agency administering government. In democratic society, decisions are highly circumscribed, becomes the administration to carry on with democratic traditions.

COMMON ERRORS IN DECISION-MAKING

Administrative decision making is an art which is a difficult job. The sound decision must be based on all relevant facts and conditions and it should be free from emotional, institutional and extraneous considerations. But making such decisions is likely to suffer many errors. The more important of these are as under:

1. Cognitive Nearsightedness:

The human tendency is to make decisions that satisfy immediate need and to brush aside doubts of long range wisdom.[22] Administrator is a busy man and is very often lost in routine-matter. Usually the routine-matters tend to dominate the attention of administrator, who begins to postpone or avoid the taking important long-term decisions.

Cognitive nearsightedness is the narrow view that considers one aspect of a problem and neglect all others. When decision-makers make this kind of mistake, they have failed to define the whole problem - which as Peter F. Druker emphasizes, is the most part of decision-making.[23]

2. Over Simplification:

Another tendency is to deal with the symptoms of problem rather than with its causes. For some people, the effective solution for riots, is to suppress and insist on law and orders and to not meet the fundamental needs to eliminate the injustice which caused the riots. This oversimplify the matters.

3. Over Reliance on One's Own Experience:

In general, administrators place great weight on their own experiences; which is not the best guide. But some one else, with much experience, has different, but best

solution. In truth, past success in a certain kind of situation may be attributable to pure luck, not to the particular action taken.[24] The administrator, therefore profits by consulting with colleagues, subordinates and others. to find out the best decisions.

4. Preconceived Notions:

In many cases, decisions alleged based on the facts in truth reflect the reconceived ideas of the decision-makers.

This appears dishonest, and it is dishonesty when the facts are distorted to justify the decision. However in many cases administrators are capable of seeing only those facts that support their biases. Biases are simply mean to take decision ignoring the departmental rules, norms and traditions or strict adherence to them.

Administrative decisions would be better over if based on social science findings, but these are ignored if they contradict the ideas of decision-makers.[25] But the preconceived notions of the general public restrict the use of social science data for guiding decisions in government.

5. Selection of Right Problem at Right Time:

There is also a problem of selecting the right problem for solution at the right time. There are variety of problems before the administrator to solve. A letter has to be written to another department in this regard. The budget estimates, may have to be prepared in time. A disciplinary case against a subordinate, is pending. A committee meeting is due to be held shortly. There are always competing demands and conflicting pressures upon the limited time and resources of the administrator. He has to select the right problem at the right time to find a solution and communicate it, before it is too late to decide.

6. Selection of Right Decision:

There is a problem of selecting the right decision from alternative courses. The problem arises, when the first two have been successfully met, is whether to care for forms and procedure of the agency or to carry out the spirit of the policy. Very often the two factors, namely that of procedure and that of right decision, are competitive. In words of ***Morstein Marx***, "It would be difficult in a large-scale organization to point to a single decision of same consequence that is reached without being part of a specifies operating method, pinned down by checks and balances, reviews and concurrences supporting field and staff papers.[28] Procedural checks are envitable. But what happens to the soundness of the decision, when there become the criterion for the right decision. The administrator is bound by the procedures of his department to arrive at right decision.

7. Problem of Bias:

The bias is another hindrance; which means commonly prejudice. But in administration, it refers to all the irrational pattern of behaviour, which hinder the straight

course of rational decision -- making. Bias may be conscious or unconscious. It may be personal or institutional. In public administration it does not refer to ethical conduct, such as favouritism, nepotism or venality. Bias are simply means to take decisions ignoring the departmental rules, norms and traditions or the strict adherence to these. The neglect of established rules, while too rigid adherence to them, may lead to red-tape. Both the courses are detrimental to the sound decision making. Therefore, the real problem of the administrator is to reconcile the conflicting biases or attitudes. This is really the crux of the problem of decision-making.

8. Personnel Problems:

The following are the problems which block the fulfillment of rational decision-making by the personnel of the administrative units. These are:-

i. The multitude of problems, goals, and policy commitments that are imposed on---or kept from---decision-makers by actors in the environment of an administrative unit;

ii. Barriers to collecting adequate information about the variety of "acceptable" goals and policies;

iii. The personal needs, commitments, inhibitions, and inadequacies of decision-makers which interfere in their assessment of goals and policies that are acceptable from their agency's point of view;

iv. Structural difficulties within administrative units and involving their relations with legislative and executive branches of government; and

v. The deviant behavior of individual administrators.[27]

Since the administrator is subject to various limitations and errors, his decisions do not maximize, but they only satisfy and suffice. Simply his decision may be satisficing of satisfactory decisions. It may also be added here, that the decisions must be made quickly and on time. Delayed decisions do not realise the organizational goals. The timely decisions can also promote public good.

Rules for Rational Decision-Making:

Common to each of the satisficing techniques is the use of several kinds of decision rules. Three of these rules are prominent enough to merit separate attention. They are: administrator's reliance on tensions between established patterns and unmet needs to signal the need for a change in policy; the tendency to make adjustments to demands, rather than initiate decision processes that seek a clear definition of goals or policy; and the use of routine procedures to simplify the complex considerations that are potentially relevant to a decision-maker. The explanations of these rules are given as under:-

1. Reliance of Tensions:-

Administrative agencies wait for tensions to signal dissatisfaction with current activities. Some dissatisfaction is always present, insofar as the agency lacks resources to adequately serve all demands. There are several factors that prevent an agency from making an active search for unmet needs and then seeking to alleviate these needs. These factors include: a scarcity of personnel that could be used for these search processes; the desire to avoid provoking new conflicts within agencies or between agencies and other branches of government which might upset delicate agreements that have been reached on other matters; and a scarcity of resources needed to support new programmes of service. By relying on tensions, administrators wait for problems to present themselves. When problems become sufficiently severe to cause a tension, administrators make some effort to respond. Tensions can be thought of as a screening device between an administrative unit and its environment; the members of the unit use it to determine when unmet demands are so severe as to require a response. The quality of the tension may indicate the source of the stress, the actors involved, and the intensity of their dissatisfaction.

2. Mutual Adjustment:-

An administrative unit that responds to tensions does not initiate policy-change according to any rationally-defined set of priorities; it waits until a change is demanded. A set of procedures for accommodating demands has been labelled "mutual adjustment." Like the reliance on tensions, the concept of mutual adjustment refers not to a rational assessment of priorities; mutual adjustment is a pattern of response and negotiation. One of the terms used to identify decision-making by mutual adjustment is "muddling through." This term suggests a lethargic organism that would detour around an antagonism rather than meet it head on.

The techniques of adjustment include: the delegation of decision-making to subunits; the representation in subunits of spokesmen for various interests; a reluctance to view any part of one's own position as inflexible; a willingness to bargain with a protagonist; the expectation that protagonists will negotiate in good faith and relinquish part of their demands in exchange for one's own concessions; and the view that goal-formation and policy-making is a continuing process, so that desires that are not satisfied in one period may be realized some time in the future.

3. Routines:-

Routines are used by decision-makers in administrative systems to avoid the time-consuming, expensive, and impossible demands of the rational model. Routines are decision rules that specify which of the numerous inputs that might be relevant are actually considered in making decisions. Some routines are more elaborate than others and indicate the weight to be given each input; some even specify the response to be

made under certain conditions. What routines share is their ability to select for the decision-maker those few considerations to be kept in mind from among the myriad that are potentially relevant. They simplify his inputs and, thereby, make his decisions easier.

There are different types of routines in administrative systems. At the extreme of simplicity, an electronic computer uses a routine when it decides if the arithmetic is accurate on a citizen's tax return. At another stage, the computer uses a slightly more elaborate routine to determine if the citizen claims more for charitable contributions than is commensurate with his total income. If the citizen does claim more, the computer identifies the tax return for human scrutiny. When the auditor examines the tax return and other documents which the taxpayer is asked to present, he employs additional routines. These are more flexible than those programmed into the computer; but they likewise provide a screening process for the inputs. They identify the kinds of evidence that are acceptable---and unacceptable---for showing the citizen's contributions. Other routines help the tax agency determine from the circumstances whether the citizen will simply pay back-taxes with interest, pay a fine in addition to the taxes and interest, or be prosecuted for tax evasion.

The routines are of three types i.e. incremental budgeting, regional consultations and spending-service cliche.

i. ***The incremental budgeting*** refer to the immediate appropriations for specific agencies rather than long-term benefits for society. They accept the legitimacy of established programmes and agree to continue the previous level of expenditure. They consider only the increments of change with narrow range of goals. Thus they are short-range, but pragmatic.

ii. ***The regional consultation*** guides the administrators to look outside their own arenas for decision cues. They share certain geographical features and historical experiences of racial heterogeneity.

iii. ***The spending-service cliche*** is a routine which leads policy-makers to equate levels of expenditures with level of service out-puts. In the field of programme development, there are five principal elements which add to the appeal of the spending-service cliche:

(a) the large number of factors---and complex interrelationships among these factors---which actually have an influence on the character of services that an agency provides;

(b) the lack of information among decision-makers about these service-factors;

(c) the belief that some factors that influence the level of outputs are not conveniently subject to manipulation by public officials;

(d) the commonalty of money as an element that may influence many potential service-factors; and

(e) a widespread belief among analysts and observers outside the decision-making arena that money is crucial among the factors that influence the level of service outputs.

Although routines bring some stability to decision-making, they do not choke off all innovation. As is evident in the strategies used in federal budgeting, participants can innovate within the constraints of a routine. Stimuli associated with national crises (e.g., wars, post-war reconversions, and depressions) have occasioned major departures from routine policy-making. Inter-governmental aids can also generate innovations in the policies of recipient agencies. And occasionally a powerful official may upset---at least temporarily---the routines of entrenched officials. Moreover, reforms have not resisted the temptation to enhance the components of rationality in existing procedures. Although the results of their most recent effort---PPB---are not yet clear, this reform, like many others, seems destined to compromise its expectations in the face of continuing pressures which inhibit pure "rationality" in administrators' decision-making.

Advantages:-

The following are the advantages of the decision-making.

1. Decisions can be used to clarify the general logic of a problem and to accustom decision-makers to look out for aspects of the problem, which are capable of quantification.

2. Decisions can be simulated under laboratory condition to ascertain the effects of different incentives, working conditions and social factors on the speed and accuracy of possible solutions.

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Chapter 9
COMMUNICATION

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Communication

Introduction:

Communication is the most vital and fundamental element in management process, as it is based on working with people. An administrator can prove himself a successful by the effective use of communication. ***John D. Millet*** rightly describes communication as "blood stream of administrative organization." Prof. Pfiffner also takes it as "the heart of management." Honestly speaking, communication has gotten undeniable position in modern-day administration. In the democratic states of the world, conferences, workshops and other medias are used to develop communication skill.

Definition:

Communication is one of those words in English language that is difficult to define. Every one knows what communication is? Yet there is no generally acceptable definition of the term.[1] Communication occurs, whenever two or more individuals interact. It is the information flow from one individual to another that results in a shared meaning and a common understanding for both the information sender and information receiver.[2]

Katz and Kahn define and say that "communication is the exchange of information and transmission of meaning and that is very essence of an organization."[3]

According to ***Herbert Simon***: "communication is a process through which decisions are transmitted from one member of organization to an other." While Lawrence A. Appley has defined the communication as "that process whereby one person makes his ideas and feelings known to another."

According to ***Chruden and Sherman***: "the communication process is continuously in action conveying informations, ideas, attitudes, and feelings among individuals and among groups of individuals. Communication is, therefore, often referred to as a network that binds all of the members of an organization together."[4]

In the opinion of ***Sirk H.L***; "communication in its boardest sense, is the transmission of meaning to others. Transmission's definition is board and does not limit the methods of communication to use of language in either spoken or written form. The meaning includes information consisting not only of facts and descriptive statements of objects and other people, but also attitudes and feelings that may be conveyed to others."[5]

In the words of ***J.D. Millet*** communication means "shared understanding of shared purpose."

According to ***Tead***, "the underlying aim of communication is a meeting mind on common issues."

In simple words, communication in the process of exchanging informations. ideas and feeling between two or more individuals or groups. It may be of two kinds i.e. vertical and horizontal. Horizantal communication refers to such an exchange among peers or people at the same organizational level; while vertical refers to such an exchange between individuals at different levels of organization.

TYPES OF COMMUNICATION

Communication falls into two basic categories (i) Formal and (ii) Informal.

1. Formal Communication:

Formal communication takes place between personnel according to established lines of authority or on the basis of established procedural relationships. It is written communication and is sent along the established formal channel. The use of formal communication is indisputable for the public organization, because it fosters accountability and ensures equality of treatment to the citizens. The formal communication is lone through codes of conducts or manual of the organization or reports or forms. It may be classified into two categories i.e. vertical and horizontal.

Within organizations, communication is the foundation of control and co-ordination. The formal organization dictates the channels for information flow; vertical in direction for formal transactions rooted in the principles of authority and hierarchy and horizontal in direction for transactions emanating from job function.

a) VERTICAL:

Vertical communication may be "down-the-line" or "up-the-line." According to ***Katz and Kahn***, down-the-line channels are used to communicate five types of messages.

1. *Job instructions*--direction on how to do a specific task.
2. *Job rationale*--information about how one task relates to other tasks in the organization.
3. *Procedures and practices*--messages indicating the rules of the game in the organization.
4. *Feedback*--messages telling individuals about their performance on the job.
5. *Indoctrination of goals*--messages about overall organizational goals and the relationship of the individual goals to organizational goals.[6]

Vertical communication is further divided into downward and upward communication: which are:-

(i) Downward Communication:

It refers to the communication from the superior to subordinates. It originates with - management and is directed towards its employees. It takes the shape of directives, instructions, circulars and other messages that are transmitted from boss to subordinate. It provides informations to subordinates, interprets policies and programmes, rules and regulations. The contents of downward communication has to be respected and carried out, even if it is dictatorial or offensive. In the large organization, it is misinterpreted by the time it reaches the lowest channel, as it has to pass through many levels.

Effective downward communication is fruitful for the organization as well as for employees. It provides the sense of security and feeling of belonging among the employees which results in efficiency. It recognizes and fosters the pride of work in the people; which improves the moral of the people. It helps the subordinates in understanding, accepting and cooperating with frequent changes in materials, methods and personnel that are part of organization.

(ii) Upward Communication:

It is meant the communication from the subordinates to superior. It provides opportunity for subordinates to make suggestions and to express their ideas, opinions and criticism for improvements.[7] It usually includes information relating to progress of work, achievement, planning for future reference to undissolved problems, suggestions for improvement, sufficiency or insufficiency of equipment, tool and furniture etc.

In the absence of satisfactory upward communication the top management could not take decisions acceptable to the lower levels. It is vital to programmes implementation. By the upward communication, the subordinate's behaviour can be made known to superior, which enables him to take corrective steps.

The upward communication stimulates the employees to participate in operation of their department or unit and therefore defend the decisions and support the policies cooperatively developed with management. It also encourages employees to contribute valuable ideas for the improvement and efficiency of organization. It learns the top-management to avert the explosive situations that arise daily in an organization.[8]

The infilterating and power grabbing are two obstacles in the way of upward communication. The infilterating means the providing of wrong informations to top-managemnet; which make them poor-informed about the activities of organization. The power grabbing means that the employees usurp power indirectly by misusing the upward communication.

(b) HORIZONTAL:-

It refers to communication at the same level. The messages are exchanged between and among the people and the units at the level in the organizational hierarchy. It also concerns communications with others outside the organization. It permits administrator of one department with those of other departments. It allows various departments to coordinate their activities. In short, it opens the communication channel for various elements to work together to solve problems and relate information of common interest and concern.[9]

The horizontal communication is initiated in order to coordinate tasks, solve problems, share informations and resolve conflicts. On the other hand, the horizontal communication affects otherwise, because of rivalry of employees, competition among departments or units and lack of incentive or reward for effective communication: which can be removed by the following remedies:-

i. Boldly and clearly announce the expectation that horizontal communication will occur.

ii. Put into place mechanisms like routing systems to ensure that horizontal communication takes place.

iii. Design reward systems to reinforce good horizontal communication and discourage hoarding information.[10]

2. INFORMAL COMMUNICATION:-

Informal communication takes place between friends, whose relation to each other is independent of authority and job functions. It is verbal and usually is transmitted by words of mouth, gestures and symbols. It is basically face to face communication, dealing with people directly. In any organization besides the formal communication, there exists informal communication such as friendship ties. Informal flows along the informal network of communication based on social relation. Informal communication can take place in two forms:-

i. The Clique

Human instinct prompts people with common interests to band together in groups. Up to a certain point, there is nothing wrong with this tendency. Informal communications, social gatherings, and other types of activities that permit casual conversations between members of an organization build teamwork and are good for morale. However, when the ties binding members of a group become more important than the objective of the organization, the group becomes a clique and tends to circumvent the nal patterns of communications and authority. Cliques exist in all organizations, but rmful when a strong formal communications system is lacking.

ii. The Grapevine

Another pattern of informal communications is the grapevine--so named because it has a way of winding its way through the formal organization. Like the clique, the grapevine exists in all organizations and thrives in the vacuum of inadequate and timely formal information. This type of informal communications consists of rumor, gossip, and conjecture. It is based partially on facts someone has heard, seen, or been led to believe, which become grossly distorted through retelling. Grapevine information is normally harmless unless it becomes the major source of information in an organization. Although it cannot be eliminated, organizations and managers can control grapevine information by developing and maintaining an effective, formal two-way communications system.[11]

CHARACTERISTICS OF COMMUNICATION

The following are the main characteristics of communication:[12]

i. *Size of Loop:* It can be characterised in the term of size and specifically in terms of numbers and types of employees they interconnect. The larger the communication system is, the more it faces breakdown, distortion and other type of noise. Also managers often misjudge the size of their communication system sometime overestimating the number of people and sometime their own needs for information. Thus the small size of communication is adviseable.

ii. *Repetitiveness:* Communication can also be characterised in the term of repetitiveness. In some systems a communication is transmitted down without modification and some time with the interpretation. Repetitiveness may correct the mis-interpretation or wrong-modification of communication.

ii. *Feedback:* In open system, it is changeable, while is closed, it flows back to the information source without modification. There is no provision for admitting new information in closed system, while in open system new information is encouraged.

iv. *Gap:* There should be a gap, a time between a communication system and its purpose.

v. *Efficiency:* Finally we can categorise communication system in terms of the network, they form specifically in the term of how communications in these net works are restricted.

PRINCIPLES OF COMMUNICATION

The basic communication principles also known as seven communication qualities — provide guideline for choosing content and style of presentation. These are:

completeness, conciseness, consideration, concreteness, clarity, courtesy and correctness. Explanation of each is as under:-

i. Completeness:-

The message should be complete and should contain all facts the reader or listeners needs for the reaction you desire. The message should contain the answers of all questions asked, something extra when desirable and check for the five Ws (who, what, when, why, where, and how) as well as other essentials.

ii. Conciseness:-

The message should be concise including all necessary ideas and facts in fewest possible words without scarficing the other communication-qualities. The wordy expression can be shortened or omitted by using single-word substitutes, eliminating "which" and "that" clauses whenever possible, and avoiding irrelevant sentences for beginning for "it is," "it was" or "there is" or "there were", etc.

The message should include only facts relevant to its purpose. Sentences should omit purpose words, irrelevant details, excessive adjectives, and statements the receiver already knows. Avoid unnecessary repetition of long name by using pronouns, initials or shorter names. The concise message helps to emphasize important points and saves costly time for both sender and receiver.

iii. Consideration:-

Consideration means the focussing on "you" instead of "I" and "we" showing readers interest emphasizing the positive and pleasant facts and applying integrity and ethics in the message. One must be thoughtful of the message recipients and consider their probable reactions to the message. One must indicate one's behaviour focussing on reader or listener, by showing his benefit, by emphasizing pleasant facts and by applying fair treatment, honesty and sincerity. Consideration involves the golden rules — showing to other the same fairness and honesty, we expect for ourselves. Remember your own integrity and that of your organization are revealed in your messages. Therefore, the messages must be considerate.

iv. Concreteness:-

Good concrete writing and speaking include specific facts and figures, with examples. Use active rather passive verbs and place action in verbs, not in nouns or infinitive. Send message in vivid and image-building words, in figurative language and in concrete nouns and well-chosen adjectives and adverbs.

v. Clarity:-

Message should be clear and should be made by using words; which are familiar to receiver. Construct effective sentences and paragraphs. The aim of the message should

be unity and coherence. Arrange sentence having the length of around 17 to 20 words and an average paragraph should have length of 4 to 5 lines in letters and 8 to 9 lines in reports. The readability and listenability level should be appropriate for the recipients' general educational level. Use figures to make clear your statement. Also give your reader helpful examples with appropriate, easy to read headings or other visual aids, whenever you need to explain complicated material.

vi. Courtesy:-

The communication should be courteous and courteous communicator is sincerely tactful, thoughtful and appreciative. In both written and oral messages courtesy requires omitting expressions that irritate, be little, or have questionable humor. The courteous person also grants and apologizes good naturedly and answers mail as promptly as possible.

vii. Correctness:-

Correctness in communication requires correct language level and accurate facts, figures word choices, grammar, spelling and punctuation. It must be non-discriminative toward people irrespective of sex, race, ethnic, origin, or physical characteristics. When you sign any message you take the responsibility for everything in it. Thus, include all the pertinent communication qualities for the correctness.

COMMUNICATION PROCESS:

The communication process is now recognized as being essential to the business organization, because without it, there would be no effective functioning of the organizational structure. Many organizations have employed communication specialists or experts to improve the communication process; what has been defined as, "the process of passing information and understanding from one person to another."[13]

Likewise administrators and supervisors, themselves must necessarily possess skill in understanding and passing on information to their subordinates.

The following elements are involved in communication process.[14]

i. *Sender:* Who communicates the information or sends the message to another person. He is also known as encoder or writer or speaker or drawer, demonstrator or instructor.

ii. *Encoding:* It is process of formulating ideas thoughts and feelings about objects and events and transforming them into some form of message such as words, symbols, charts or gestures.

iii. *Message:* It is the outcome of the encoding process. It is an attempt to transmit. It may be verbal and non-verbal. Verbal may refer to as language and non-verbal may take the form of facial expression and body-gesture.

iv. *Receiver:* He is listener, reader, watcher and decoder. He is the recipient of the message. He becomes sender, when he feeds back.

v. *Decoding:* It is the thought process by which, the received message is translated into things or events.

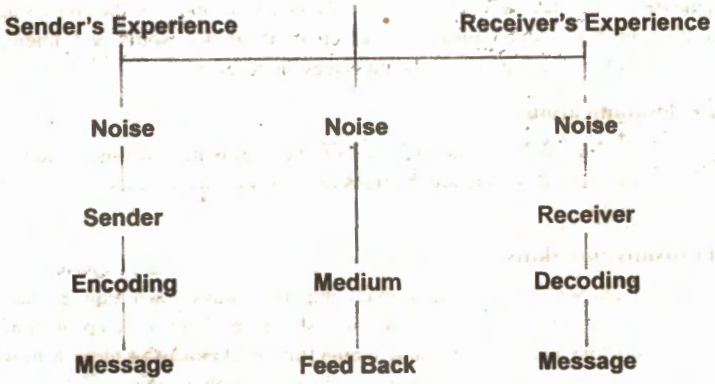
vi. *Medium:* The medium is the carrier of a message. The different communication media may be classified as face to face, telephonic, reports, charts, memos and handbooks etc.

vii. *Feedback:* It represents various kinds of signals made by receiver which may be indicated to the sender, how his communication is being received.[15] In the process the receiver may be sender and the sender may be receiver, If flows back to the information source, without any modification.

viii. *Noise:* It is any factor in communication process that changes the intended message. See table 8.1.

TABLE 8.1

Communication Process



Phases of Communication Process

There are four phases in the communication process; which are as under:-

1. Sharpen the Power of Perception:

The ideas used in a speech are based upon what the sender has perceived either through observation or through message received. The sender should has the ability to observe things clearly and listen clearly and report accurately, what is observed.

2. Know-Purpose:-

The speaker or writer should know the purpose of communication. Therefore he should follow the two basic principles for effective communication; which are:-

i. Always know exactly what you are trying to accomplish whenever you write, speak, read, or listen.

ii. Always remember your audience and what you must communicate to them in order to accomplish your purpose.

Because these are the controlling principles in any communication activity, you will want to know as soon as possible how to think through the purpose of a communication in relation to audience response.

3. Examine and Improve--Thought Processes:-

A controlled selection and development of ideas must precede actual speaking and writing. The thinking is the necessary part of communication and thinking may be inductive or deductive. Thus we should examine and improve deductive thinking and avoid the inductive thinking.

4. Know-Language:-

Translation of ideas and emotion into language symbols is the third stage in communicative process; which mean the selection of proper words and linguistical symbols to express his observation and the messages, he received.

Skills of Communication

There are four skills of communication i.e. speaking, writing, reading and listening. The speaking and writing are the transmission skill; while reading and listening are the reception skills.

a) Transmission Skills:-

Speaking and writing are alike in many important ways. Each requires the same clarification of the purpose you want to accomplish, same ability to keep in mind the nature and needs of the audience and same thoughtful development of ideas with which you want to supply to your audience in order to achieve your objective.

b) Reception Skills:-

The reading and listening are common in many aspects. Both are receptive skills. Both have the clarity of purpose. Both reader and listener are involved in assimilation and critically evaluation of ideas. However the important difference between speaking and writing imply similar difference between reading and listening.

COMMUNICATION MEDIA:

As already defined that communication is essentially the sending messages from one person to another. The message may be transmitted either by words of mouth or in writing. The communication media is of three types, which may be classified under the headings of audial, visual and audio-visual.

1. AUDIAL OR FACE TO FACE COMMUNICATION:

It is faster than the written media. If a limited number of persons are involved, than it provides for immediate feedback. Its kinds are as follows:

i) *Person to Person Communication:* Most of the person to person communication within an organization occurs between individuals whose job procedures required it. Communication between supervisors and their subordinates represents the most critical area for the organization. The supervisor gives orders and instructions, he advises and counsels the employees on problems, and communicates with them in many other ways. For effective communication, the supervisor must know the employees' view-point as well as of management. Person to person communication depends upon the accuracy and completeness of information, made by sender and received by receiver.

ii) *Committees:* Face to face communications among a number of persons, is provided by committees. By assembling representatives, of different departments with management to discuss organizational problems upward, downward and horizontal communication may be facilitated. Committee may be composed of members from life and staff department, with sufficient knowledge about problems.

iii) *Conference:* It is one time or infrequent meeting called for the purpose for obtaining and disseminating information and for exchanging ideas. The face to face contact in conferences enable the participants to achieve a level of understanding that is not possible by other methods. As in a committee, the members are in a position to consider each other's ideas, to weigh the pros and cons of each suggestion, and to arrive at a decision. Conference avoids delay, minimizes correspondence, reduces red tape and creates high degree of interest among the participants.

iv) *Interview:* The interview is a special type of face to face communication. It is characterised by a high degree of personal interest in the interview, when compared with other type of communication. The selection-interview, the performance-evaluation-interview, and the personal adjustment interview, are the examples of different types of interviews.

2. VISUAL OR WRITTEN COMMUNICATION:

Written communication provides for clarity and accuracy; which facilitates maximum understanding among employees.

The following are major types of the written communication:

i) *Job-description:* It is one of the most important media for communication, with the employees. It enumerates in detail the duties performed by and the equipments used by the employees, and other important informations necessary for his success on the job.

ii) *Manuals:* Manuals, in which operating procedures, rules and regulations, are made available to employees. Such manuals guide the employees in their work, to achieve the uniformity, efficiency and safety. However, the preparation of such manuals is very expensive.

iii) *Reports:* It is another important communication tool. Reports contain informations regarding the progress of work. The reports should be brief, so that valuable time may be saved in writing and reading.

iv) *Forms:* All administrative agencies use forms in order to secure informations. The use of form is no doubt expensive. However, if these are properly used, these save time, energy and money; resulting in efficient administration.

3. AUDIO-VISUAL:

The medium is aggregate of audio and visual communication. It is comprised of face to face and written communication. It is demonstrated through sound, motion and picture, by television and personal demonstration.

BARRIERS OF COMMUNICATION

(a) ***Complexity of Language:-*** Communication suffers a set-back due to tyranny of words. Some times words can not convey and express the ideas. Identical words do not refer to something that can not be pointed out. They neither always connote an identical meaning to different nor the same meaning to the same person at all times.

(b) ***Ideological Barriers:-*** Pfiffner is of the view that ideological barriers also impede communication. According to him, the differences in back ground, education and expectation result in different social and political view. There are probably the greatest handicaps to effective communication and probably the most difficult to over come. Lack of common experience and back-ground further add to the problem and make the meetings of minds difficult if not possible.

b) Sender must use the appropriate symbols to get the message conveyed to the receiver. Therefore he should (i) use words that are within the receiver's experience. (ii) use concrete and specific words with clear-cut meaning. (iii) define words that receiver may understand.

(c) In selecting the media of presentation the following general rules may be applied: (i) More than one media is used and repetition by using same media or a different media is often necessary. (ii) The message is readily received by the employee's immediate supervisor. (iii) Oral face to face contact is more effective than other media, there is better opportunity for the administrator to observe reaction and to adopt the presentation to obtain the desired end.

(d) The timing of communication is very important in downward communication and these rules must be applied: (i) Timing should be such that an administrator always hears informations before his subordinates. (ii) All the concerned should be informed at the same time. (iii) Communication should be timed, that it should not become in conflict with other. (iv) Factual information should be timely disseminated to avoid humors, gossip and conjecture.

(e) Continuity must be retained in communication. The communication upward should move through different levels until it reaches the person, responsible for taking action. The supervisor must maintain relations with his employees by listening what a subordinate has to say. To be effective listening must be both sensitive and objective. In sensitive listening, the boss recognizes the individuals with different background, get different meanings of the same communication, the complaint he receives is not real cause of criticism and subordinates are alert to all gestures, sighs and non-verbal expressions.

In the objective listening a supervisor shows constructive attitude towards criticism, be attentative, when he listens, and demonstrates a willingness to redress the wrongs. Thus, in the upward communication, it is the responsibility of administrator at each level to either take on the employee's communication or to pass to the next level as accurately as timely as possible.

According to ***Terry George,*** eight factors are essential to make communication effective which are:-

i. Inform yourself fully.

ii. Establish mutual trust in each other.

iii. Find a common ground of experience.

(c) ***Lack of Will:*** Some administrators do not take the administration as a co-operative effort and are not ready to share their ideas with their subordinates. Simply they do not relish communication from below; which results in developing attitude of yesmanship of their subordinates on one hand and in spoiling administration on the other hand.

(d) ***Lack of Recognised Means:-*** Lack of definite and recognised means of communication constitute a great barrier. Formal channels are not adequate. Hence in formal channels are to be set up. Formal procedures is essential to make the transaction of business possible.

(e) ***Size and Distance:-*** The larger an organization, and the larger the number of its employees, the greater is the difficulty of communication. Too many hierarchical steps also pose problems. Like wise the problem of distance crops up if an organization has its field agencies scattered through out the country.

How Effective Communication is Achieved?

Now a question arises, how effective communication is achieved? Inspite of a large number of barriers. The answer is that to achieve effective communication, both what to communicate and how to communicate, should be taken into account. Briefly it can be said:

a) What to communicate should take into account, what each administrator and employee wants and needs to know about?

b) How to communicate concerns selecting the medium or device appropriate to the purpose and level for which the communication is intended?

To meet the above requirement we can discuss as under:-

The communication means that each administrator must not keep himself informed but should also develop the necessary communication skill and constructive attitude to assure the flow of informations and ideas down as well as up the organizational structure. Simply he must assure the effective two-way communication; which can be maintained by following rules:

The first requirement of effective two-way communication is for sender to have his message understood. To have the message interpreted in the same context requires a meeting of minds between the sender and receiver. This can be facilitated through the two way exchange of ideas and informations, by disseminating informations down and collecting information by high echelons. For this purpose, the following principles should take into account.

a) Sender must know the background and experience of the receiver, so that he can convey the message in the language, the receiver can understand.

iv. Use mutually known words.

v. Have regard for context.

vi. Secure and hold the receiver's attention.

vii. Employ example and visual aids.

viii. Practice delaying reactions.[16]

John D. Millet has recommended seven essential factors to make communication effective which are:-

i. It should be clear.

ii. It should be consistent with expectation of recipient.

iii. It should be adequate.

iv. It should be timely.

v. It should be uniform.

vi. It should be flexible.

vii. It should be acceptable.[17]

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Chapter 10
ADMINISTRATIVE ACCOUNTABILITY

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Administrative Accountability

Administrative Accountability

Administrative accountability is a vital feature of public administration in a democratic government. In democratic system, executive is under obligation to give satisfactory account of its performance to the legislature. It also gives an account of manner, in which it exercises its powers. Administrative accountability in this control is a mechanism to keep the bureaucracy under close watch and check.

Administrative accountability, according to ***Dr. L.D. White*** is "the sum total of the constitutional, statutory, administrative and judicial rules and precedents and the established practices by means of which public officials may be held accountable for their official action"[1] ***Prof. Pfiffner*** makes distinction between responsibility and accountability. "Accountability refers to the formal and specific location of responsibility," while responsibility "has a highly personal, moral quality and is not necessarily related to formal status or power."[2] ***Robert Presthus*** also differentiates between "responsibility," and "accountability," According to him "accountability refers to the hierarchical or legal locus of responsibility. Responsibility on the other hand, has personal, moral connotations and is necessarily related to formal role, status or power, although it is probably true that greater power brings greater responsibility. Thus a department head is accountable for the actions of all his subordinates, although in actual fact he is not responsible for their use of power, which he must delegate to them."[3] According to ***V.O. Key Jr.*** the accountability means , "it is fundamental by which administrative officers and government agencies may be held accountable for their acts to those, who bear political responsibility -- the chief executive and legislature.[4]

Its need:-

In recent year, there has been a great increase of governmental activities all over the world. One inevitable consequence of this trend is the strengthening of public bureaucracy in terms of numbers and powers. In fact, in modern time, bureaucracy has become the most powerful branch of the government, exercising discretionary power. If such powerful bureaucracy is left unchecked it becomes despotic, endangering to usurp the rights of citizens. Realizing the danger every democratic political system provides a number of methods to control the bureaucracy and administration. In order to control the misuse of power by bureaucracy, it must be made subject to accountability. The main purpose of accountability is to make sure that bureaucracy exercises its powers in accordance with laws and regulations.

The objectives of administrative accountability is two fold, on the one hand the check should fully safeguard the individual's rights and on the other hand, there should not hampered the normal activities of the administrator. Its effectiveness is revealed by the balance between democracy land bureaucracy, as ***Lord Beveridge*** says, "Democracy, if it knows its business has no need to fear bureaucracy," If people are political conscious and select their right representatives, who further control the administrators properly. Thus administration works as service-oriented instead of power-oriented.

Types:-

Broadly speaking there are two main systems of administrative control i.e. internal and external.

i) *Internal control* is that which is fitted into the administrative machinery and operates from within the administrative organization. It is exercised either by superior over the subordinates within the chain of administrative hierarchy or by other parallel agencies in the executive branch of government. It consists of directing, regulating, supervising, advising, inspecting and evaluating. It is constant and invisible. It is also positive in results.

ii) *External control,* is fitted outside the administrative machinery and works within the general constitutional framework of the system. It is exercised by the external bodies such as legislature and judiciary.

(A) INTERNAL CONTROL:-

Internal control over administration is exercised through the following mechanism:-

i) Administrative process:-

The first important mechanism of internal control is administrative process itself. In a parliamentary system, cabinet stands at the apex of the executive. Prime Minister directs the ministers; who are in-charge of their respective department and are responsible for the efficient working to the cabinet and Prime Minister. The whole working of the departments are reviewed by the Prime Minister or Cabinet. The minister further control the actions of civil administrators. Thus the civil administrators are controlled by the political administrators. In the presidential system, the President controls his ministers, who further control their respective departments and subordinate civil administrators.

ii) Hierarchical order:-

Every administrative department is arranged on scalar pattern and executives are organized in hierarchical order. The executives are linked with superior-subordinate-relationship with clear authority and responsibility. They are accountable to their respective superiors for their actions and dealings. Thus hierarchy itself a powerful

ument for monitoring subordinates behavior and for enforcing accountability. Responsibility and accountability are impossible without authority---the power to direct. The exercise of authority is impossible without a clear line of command from the top to bottom and a return line of responsibility and accountability from bottom to the top.[5]

iii) Annual confidential Reports:-

The superior officers prepare annual confidential reports (ACRs) of their subordinates every year. The work of whole year of each public servant is assessed by reporting officer and are reported in ACRs; which affect the future career of civil servants. Hence ACRs are important instruments for holding public servants accountable.

iv) Budgetary control:-

The budgetary system is not only allocating the resources among various branches of administration, but also a means of keeping the administration on settled track. A budget is not only a rough estimate of expenditure and income, but it is the complete policy statement of the total activities of the government. The Ministry of Finance prepares budget, and gets it approved by the parliament, and supervises the operations of the budgetary sanctions and appropriations. The Ministry allocates grants to the heads of department; who are also controlling officers of their respective department. They get approval of the Finance Ministry before incurring any expenditures of their department. Thus this check is a control over administrative operations.

v) Professional Ethics:-

Professional ethics constitute another means of internal control. Every profession develops a code of conduct for its members. Civil service has become a professional career. Public service in many countries has developed its own code of ethics. "A code of ethics is .:.. a statement of acceptable standard of behavior for government official and employees. It serves the purpose of clearly stating to the public officials and to the public what is acceptable behavior. A code too may carry with it sanctions." A civil servant should be non-corruptible, loyal, humble, non-partisan, honest, efficient and man of integrity. Public administrator is always regarded as ethical, because they have higher ethical values than businessmen and government's ethical values are higher than community's one.[6]

vi) Efficiency Survey:-

It is an other effective method of internal control. Inspection always plays vital role in the control of public business, particularly in wide-rage organization. Top executives go on inspection to ensure to maintain standard of efficiency of the field management. There is a body of experts in each organization to make periodical visits. They should be men of knowledge, skill experience and integrity, to achieve the good results through investigation and enquiries, during inspections.

Efficiency audit is comparatively new technique of control. By it is meant, the application of standards of performance to administrative activity in order to judge its effectiveness in terms of economy and efficiency. The efficiency auditor concerns himself with such questions as whether each employee has full day's work or more or less. Wether the agency is over-staffed or understaffed, whether the work procedure is economical or expeditious.

The efficiency survey and efficiency audits should be carried for proper control over administration. A continuous and systematic system of efficiency surveys is called for. The efficiency audit is desirable to maintain the efficiency of the employees.

vii) Administrative leadership:-

It is another means of internal control. Leadership motivates, and inspires the employees for efficiency. Thus the morale and motivation of employees depends upon the leadership. The effective leader sets examples of high standards of integrity and performance for his followers. He inspires them for work and instills in them a pride in work. A good leader is objective- oriented and always tries his subordinates to achieve those objective. He does not coerce his followers, but pursues them, to achieve the goals. He is efficiency and economy oriented. Thus he controls his subordinates in a better way, for the betterment of the organization.

(B) EXTERNAL CONTROL:-

External control is exercised by the agencies, which operate outside the administrative machinery. It may be considered from four main standpoints namely: of the legislature, of the executive, of the judiciary and of the public.

1. LEGISLATIVE CONTROL:

The major instrument of public accountability is the authority of the legislature to empower, limit, investigate and censure the executive branch. The legislature enacts laws, authorizes administrators to engage in quasi-legisla-tive and quasi-judicial activities, appropriates funds for all administrative programmes, and determines the general outlines of administrative organization and procedure. When the executive branch seems to be getting out of hand, therefore, the legislature has many ways to put adminis-trators in their place, if it has the will and wit to do so.[7]

Legislatures, of course have a vital role in setting the main objectives of administration. That the chief executive and the bureaucracy participate in policy making does not alter the fact that legislatures pass the laws and appropriate the money, which make administration responsible. They also determine the structure of agencies and sometimes concern themselves with the minutiae of their internal operation and organization.[8]

Legislatures have at their disposal a number of tools and opportunities to exercise control over administration:-

i) Questions:-

The first hour of every day sitting of legislature is known as the question-hour. This time is allotted for asking and answering questions. Every legislators, after giving due notice, are entitled to put questions and supplementary questions to the ministers about the state of public administration. The ministers are bound to answer these questions. The purpose of questions is to elicit information on the working of administrative departments. Questions are also used to expose the failures and pitfalls of the administration and to redress the grievances of citizens.

The questions exercise a very healthy check on administration. Due to these questions, administration is carried against a background of awareness of responsibility to legislature and the public. This keeps the administration open. The question hour has been described as a search light turned on the activities of administration. In short, it keeps the civil servant on his toes and compels him to be alert. As ***Lord Lowell*** says, "not only to keep the administration upto the mark, but to prevent growth of a bureaucratic arrogance."[9]

ii) Resolutions and Motions:-

Resolutions and motions are of two kinds i.e. firstly, those whose object is to censure a particular minister or government as a whole, secondly those, which recommend some course of action to be adopted. The former leads to dismissal of the government or ministry. The latter is recommendatory, hence it may or may not be accepted by the government. Members of parliament are entitle to pass resolutions on matter of general public interest. They can move motion for general matters; while adjournment motion for the matters of urgent public importance. The motions of censure or no-confidence are intended to censure the government or to dislodge the government. In the case, motions of censure and no-confidence is passed, the government or the ministry has to resign.

iii) Debates and Discussions:-

Debates or discussions in the House constitute another important means for controlling the executive. Houses perpetually go on debating one thing or other. Discussions take place over every point of a bill or budget. Every motion come under discussion in the house. The inaugural address of the President, the budget speech, introduction of bill for amendment, introduction of new law, or introduction of motion or adjournment motion or resolution provide opportunity for debates and discussions. Every member of parliament are entitled to participate in debates and discussion. The members of treasury or opposition can take part, in these debates and discussion. They are at

liberty what they want to discuss. However there is limitation of time of each member. The debates and discussion are useful to point out loopholes of administration.

iv) Passing Laws:-

By detailed legislation, legislature can control the activities of the administration. Law-making is the primary function of the legislature. Various bills for the better administration are introduced, discussed and passed as laws by the legislature. The administration of the country is conditioned by the provisions of these laws. The administration has to work within the frame-work of the laws passed by the legislature. Thus laws also act as a controlled mechanism, In France, legislature exercises still more elaborate control over government, than Great Britain.

v) Control of Appropriations:-

Legislatures exercise the most decisive control over administration through their powers of appropriation.[10] No money can be spend unless it is appropriated by an act of legislature. Legislature exercises control over the executive by controlling the purse. In democratic state, legislature is the ultimate authority to sanction the raising and spending of public fund. No tax can be imposed or money can be spent without the approval of legislature. Money is allocated to various departments through appropriations, which are approved by legislature. During the approval of appropriations, legislature criticizes the policies of the government and amends the behaviors of the administrators. It reviews the past work, sets up fresh aims, gives new directions and corrects the government. Thus administration becomes more alert and responsible.

vi) Audit and Report:-

Constitution provides for Auditor General, who is appointed by the executive and he acts as an agent of the legislature. He audits the accounts of administrative departments annually and reports to the legislature. The Public Accounts Committee, which comprises of legislators, fully scrutinizes the report and reviews the financial dealing of the various departments of the government. The legislature discusses the report of the Auditor General and findings of the Public Accounts Committee. The Constitution of Pakistan also provided for Auditor-General, who is responsible to look after the proper utilization of funds approved by the National Assembly. There is Public Accounts Committee, headed by a senior parliamentarian, which reviews all spending of administrative departments.

vii) Committees of Legislature:-

Legislatures are unwieldy bodies and can not meet for the whole of year. Hence, they appoint committees of their own members, who are specialists in their sphere of activity and keep constant watch over administration. Public Accounts Committee, Committee on Subordinate Legislation, Petitions Committee, Committee on Public Service Personnel, and Committee on Administrative Management are the examples of

such committees. These committees gather a lot of material, hear expert evidences and frame conclusions. Such conclusion, which are formed in the form of recommendations, which correct the tone of administration, by improving efficiency and quality of work civil service responds immediately to the recommendations of such committees, because they know that their opinions are experts and backed by the full house. Committees are, thus rightly efficient means of enforcing responsibility on the administration.

While exercising the legislature's control over administration, there are many limitations on the role of legislature. The legislature cannot exercise effective role due to its large size; legislators are laymen, their decisions are general and not technical, majority members belong to ruling party and do not exercise control. legislature is a tool in hands of cabinet and most of its criticism is political, which is aimed at dislodging the government.

2. EXECUTIVE CONTROL:

By it means the control exercised by the Chief Executive over administration. This system is exercised by the president in presidential form of government such as U.S.A. and by prime minister and his cabinet in the parliamentary form of government as U.K. and Pakistan.

In parliamentary form of government the cabinet is responsible for the whole administration to the parliament. The political administrators, in their turn, exercise their control over civil servants, who are working under them. They hold the civil administrators accountable for carrying out their responsibilities. The cabinet under the chairmanship of Prime Minister review the working of the departments of the government.

In the presidential system, the president is accountable to the electorates, who in his turn controls the whole administration through his agents like ministers secretaries. They in their turn control the civil administration. The President provides leadership to administration.

METHODS OF EXECUTIVE CONTROL:

The executive exercises control over administration through the following methods:-

i) Policy-Making:-

The chief executive along with his cabinet, control the administration through policy-making. All important policy-decisions are taken by the cabinet in every country. The departments carry on their day to day bushiness, within the policies laid down by cabinet. The cabinet is also held responsible for the proper implementation of policy, thus it controls the administration.

ii) Budgetary System:

It is the main responsibility of the chief executive to prepare budget and to present it to the legislature. After the approval by legislature, the chief executive implements it through the allocation of funds among various departments, and controls it by proper utilization of funds. The activities of each department is controlled and carried on in accordance with budgetary provisions. Moreover any department cannot spend money without the proper permission by chief executive. The Ministry of Finance plays major role in government vide financial control.

iii) Recruitment system:

The third system of executive control works through recruitments of public personnel. This is usually placed in the hands of an independent recruiting agency like Public Service Commission. The Public Service Commission works under the constitution of the state or the general principles of the government. The chief executive is free to appoint the higher civil servants. Likewise, the ministers select their own secretaries, deputy secretaries and other personal staff. Thus they exercise full control over administration of their respective department through their appointees. In Pakistan, Federal Public Service Commission is sole agency, which recommends the names of candidates for appointment as civil servants in various departments. While the ultimate authority of appointments rests in the chief executive, and he controls the administration through recruitments.

iv) Staff agencies:

Staff agencies are the most important means of executive control. They make available trained and specialized intelligence in solving the problems of management. In Pakistan, for example, such staff agencies as Division of Service Management, Pakistan Planning Commission and Federal Public Service Commission exercise influence and indirect control over various line departments. They also play an important role in coordinating the policies and programmes of other administrative agencies.

v) Executive orders:

Executive orders are the main sources of the executive control. The power of chief executive of issuing orders has been increased due to the delegated legislation. Most of the laws made by the legislature are skeletal in character and empower the chief executive to apply them to specific instances. This rule-making power delegated by the legislature, enables the chief-executive to control administration.

In Pakistan, the Chief Executive is empowered to issue ordinances for a period of three months, which are extendable upto to three months, when the legislature is not in session. The ordinances issued by the president or governors are the bonafide legislation, which can not be declared null & void by the courts.

3. JUDICIAL CONTROL.

Judiciary is one of the important external agency, which exercises control over administration. By judicial control means the power of courts to keep the decisions and acts, of administrative officials within the bounds of law. *L.D. White* explains the importance of judicial control and says, "The system of formal external control officials and their acts fall primarily into two main divisions — that exercised by the legislative bodies and that imposed by the courts. The purpose of legislative supervision is principally to control the policy and expenditure of the executive branch, the end sought by judicial control of administrative acts is to ensure their legality and thus protect citizens against unlawful trespass on their constitutional and other rights."[11]

The main purpose of judicial control is to determine the constitutionality and legality of administrative acts of public administrators, and thus to protect the rights and liberty of citizens from the wrongful acts of government officials.

Types of Remedies:

There are two systems of legal remedies against the unlawful acts of government officials. One is called the Rule of Law and the other Administrative Law or Driot Administratif: The former system prevails in U.S.A. England and Common Wealth countries including Pakistan, while the latter prevails chiefly in France, and Germany and Sweden. Brief description of each is given below:-

(a) Rule of Law System:-

Theoretically it means that every body high or low, and official or private is subject to the same law. The public administrators is not above the law, while performing official duties. Ordinarily the aggrieved party to shall have all those legal remedies against the offending officials; which are known as prerogative writs, issued in the name of king, Who is fountain head of justice in the case of U.K. These extraordinary remedies consist of the five writs of habeas corpus, mandamus, prohibition, certiorari and quo-warranto.

In United States and Pakistan there is no question of prerogative. In the former country these remedies are provided partly by common law and partly by statute, whereas in Pakistan provisions are made for them in constitution, which are as under:

i) Habeas Corpus:-

Generally it is defined, "as a writ to the person detaining another and commanding him to produce the body of the prisoner at certain time and place, "if he is wrongfully detained." The purpose of writ is to determine, whether the person seeking its benefit is legally detained or restrained in his liberty. It may be directed to a private person as well as to a public officer, who imposes physical restraint over another person. Thus the writ is a real protection of individual liberty against administrative oppression or

arbitrary detention. It is an important means of testing an administrator's jurisdiction and of checking a tendency to act high handedly.[12] The Constitution of Pakistan has provided for writ of Habeas Corpus, and has given the authority to the courts of law. The Supreme Court of Pakistan laid down the following procedure in this regard:-

i) An application of the writ of habeas corpus shall be filed in the Registry and shall be accompanied by an affidavit, of the person restrained or some other person stating that it is made at his instance and setting out the nature and circumstances of the restraint.

ii) The application shall be heard by a division bench or in vacation by a single bench.

iii) If the court finds a prima face case for the grant of petition to exist, the person or persons against whom the writ is sought, is/are required to appear on a stated day and also to produce in the court, the detained person.

iv) On the day so stated, if no cause is shown or the cause is rejected by the court, the court shall order the person detained is set at liberty. The court may in its discretion order costs.

ii) Mandamus:-

Literally it means "a mandate or a command," It has been defined as "a command issuing from a common law court of competent jurisdiction, in the name of state, directed to some corporations, officers, inferior courts, requiring the performance of a particular duty therein specified, which duly results from the official station of the party to whom the writ is directed or from the operation of law."

Mandamus is not a writ issued as matter of right, but it is discretion of the court. It will not be granted, if court is satisfied that there is an alternative remedy, which sufficient and convenient. If the alternative is not sufficient, then mandamus is granted.

The chief objective of mandamus is to compel the public officials and bodies to carry out their legal duties and its main principle is to command the performance of ministerial duty. It does not usually be against the head of state — the British King or Queen, President of America, the President and governors of Pakistan, but it lies against ministers, departmental heads and other officials. It is also not issued to the legislators to perform their purely legislative functions.

iii) Prohibition:-

It is an extraordinary judicial writ issuing out of a court of superior jurisdiction and directed to an inferior court or tribunal for not usurping a jurisdiction, which is not legally vested.

Prohibition can be issued only against a public authority and never against a private individuals. It may be granted not only on the application of parties concerned, but also of a stranger.

iv) Certiorari:-

Literally it means to be certified or to be made certain. It has been defined as a "writ issued by a superior to an inferior court of record or tribunal or officer exercising a judicial function, requiring the certification and return to the former of some proceeding, then pending, or the record and proceedings in a case already terminated, where the proceedings are not according to the course of common law."

It is generally issued only after the judgment of inferior court or tribunal, whose proceedings are to be reviewed. It does not lie to revise a decision, but it lies only against substantial errors. It is not generally granted, when there is another adequate remedy. It quashes or affirms the proceeding of the lower court. Under this writ, the high courts of Pakistan have the power to scrutinize the proceeding undertaken by judicial and quasi-judicial bodies and if any substantial departure from a prescribed rule or rule of natural justice is made the whole or a part of the proceeding is quashed and the directives as to the proper manner in which the case should be dealt with, are issued.

v) Quo-Warranto:-

Literally it means warrant or authority. It has been defined as the remedy or proceeding, whereby the court inquiries into the legality of claim, which a party asserts to an office or franchise, and to oust him from its enjoyment, if the claim be not well founded, been defined as the "remedy whereby the courts enquire or to have the same declared forfeited." The purpose of this writ is to oust the usurper from public office. But little use is made of this writ in administrative activity.

WRIT IN PAKISTAN

As a result of independence, the Government of India Act, 1935 was adopted to suit the new circumstance and conditions in Pakistan. The Indian Independence Act 1947 provided that Government of Pakistan could make modifications as needed by circumstances, in India Act - 1935, as it did not authorize the High Courts of Pakistan to exercise writ jurisdiction.

In 1954, the Constituent Assembly of Pakistan, beside making the amendments to the Act, added section 223-A to the India Act, 1935, in which power were conferred to the high courts to exercise jurisdiction to issue writs in the nature of Habeas Corpus, Mandamus, Prohibition, Quo-Warranto and Certiorari. The purpose of each writ was as follow:-[13]

1. Habeas corpus enabled the high courts to examine the grounds of detention of any person held in custody and to release the detainee, if his detention was illegal.
2. Mandamus could lie only when the applicant was able to show that he had statutory rights and for performance of which there was statutory obligations on the respondent.
3. Prohibition was to ensure harmonious putting into effect of all jurisdiction and for the healthy functioning of all subordinate administrative bodies.
4. Quo-warrant posed the question as to by what authority the respondent held claimed a particular office.
5. Certiorari was issued to ensure that the procedure was followed in letter and spirit.

In 1955, the Federal Court of Pakistan held that Section 223-A of the India Act, 1935 was invalid and thus ended the jurisdiction of high courts to entertain writs. In the Constitution of 1956 more generous interpretation of the writ jurisdiction was provided. Both the Supreme Court and High Court can exercise the jurisdiction.

In 1962's Constitution no mention was made of the term writ, but it authorized the high courts to issue orders in the five categories of writs. In 1963, the higher courts in Pakistan reinvigorated the writ jurisdiction and established the principle that it was inherent prerogative of the courts to interpret the constitution and to review legislation.

After lifting Martial Law an Interim Constitution of 1972 of Islamic Republic of Pakistan was introduced, in which fundamental rights were incorporated and the high courts were empowered to exercise writ jurisdiction.

b) Administrative Law System:-

Administrative law or Driot Administratif is a body of rules, which regulates the relations of administrative authorities with private citizens and determines the position of public officials and the rights and liabilities of private citizens. Its rules are evolved by the precedents by administrative courts. Its basic principle is that the state is liable for what it does through its officials. The courts have the right of annulment for excess of powers.

Administrative law is a science, which makes an analysis of the transmission of the will of the state from its source to the point of application. Certain experts have raised objection to this definition and pointed out that main concern of administrative law is with limits set to the exercise of this will. This means that the principal interest of administrative law is in restraints that could be placed on the exercise of administrative discretion.[14]

Administrative law is quite popular in France. The French Council of State gives prompt and apt remedies to the individual against the wrongful acts of the officials whether high or low. It provides justice at very low cost and rather with greater ease than the courts in England, United States and Pakistan.

In France, if an individual suffers an inquiry at the hands of the officials he goes to administrative courts and obtains a pecuniary indemnity against the state. He may file his petition stating his claim in the appropriate administrative court, the ground upon which he seeks relief sought.[15] The system of administrative law spread over other continental countries like Germany, Italy, Holland, Spain and Portugal. Administrative law established itself there a full-fledged legal system with its own rules, liabilities courts and procedures. As a result of this, the individual in France today enjoys a greater degree of protection than in any country.

Administrative law is very popular in France and other continental countries. It is so because of some merits. The advocates of this system contended that *firstly*, it frees the administrative authorities from the jurisdiction of the law courts and hence secures promptness fearlessness and efficiency in administrative action. *Secondly*, the judges who are only experts in the law and know nothing about administration, can not take judicious view of administrative disputes. The experienced administrators can properly decide about the administrative issues. Hence the necessity of administrative law is severely felt. *Thirdly*, the system provides remedies to the citizens against the wrongful acts of the officials.

According to ***C.K. Allen***, "the remedies of the subject against the state in France are easier, speedier, and infinitely cheaper than they are in England today. It has become a maxim of constitutionalists and bulwark of French democracy that the Council of State is the greater buffer between the public and the bureaucracy." ***Prof. J.H. Morgan*** says "What administrative law does in France and still more in Germany, is not to exempt public officers from responsibility where in country (England) they would be liable, but to extend that liability to cases where in the country they would be immune."[16]

Administrative law in Pakistan:-

Administrative law in Pakistan has gradually evolved through the writ jurisdiction which vested in the High Courts and Supreme Court of Pakistan.

As early as 1947, the Constituent Assembly of Pakistan passed the Prevention of Corruption Act, which was implemented to deal with public servants involved in the cases of bribery, embezzlement, cheating, forgery and falsification of accounts. The law provided that no public servant could be proceeded without prior permission of the competent authority.[17]

In 1954, the Constituent Assembly amended the India Act of 1935, which aimed at more lucid interpretation and expending the writ jurisdiction vested in the High Courts.

The Constitution of 1962 did not incorporated the fundamental rights, however an amendment in 1963 was made, restoring fundamental rights and introducing the principle of interpreting the constitution and reviewing the legislation by the high courts. The higher courts have constantly reviewed administrative decisions related to matters such as licensing, refugee rehabilitation and land acquisition.

The necessity of establishment of Administrative Courts in Pakistan was also felt severely. The idea was introduced by Mr. Justice A.R. Cornelius. The demand of establishment of administrative court/tribunal has finally evoked a positive response in the Interim Constitution of 1972, which has empowered the Federal Legislature to establish one or more administrative courts or tribunals to deal with matters relating to terms and conditions of service, tax matters and matters relating to industrial disputes etc.

4. PUBLIC CONTROL

Every popular government is ultimately responsible to the public. "Public administration is, in fact, a creation of public opinion, unlikely to transcend its creator in depth of vision and insight except on marginal matters." In democratic set up, the people set the whole mechanism of the government. They elect the head of state and members of legislature directly or indirectly. In some countries they even elect the government officials. In some other, the officials are brought in offices by the majority party in power. Thus, the democratic administration is responsible to the people.

The formal methods of public control over administration are the following:-

1. Election:-

Election is an important device, through which public controls the administration. The head of state is usually elected by the people directly and indirectly. The Prime Minister in parliamentary system is the leader of the majority party in the house or even he is elected by the members of the parliament among themselves. He appoints ministers from MPs and MPs are further elected by the public directly. The cabinet and its members are responsible to these elected representatives of the people. In other words, these officials become responsible to the people indirectly and come under their control.

In some countries like Switzerland the civil administrators are elected by the people; which ensures the direct popular control over administration If the government officials become unresponsive to the people's needs, corrupt and inefficient, they can easily be thrown out of power through the elections.

In the countries like Great Britain and United States of America, the elections are held at the regular intervals of five and four or two years respectively, for electing members of Parliament and Congress. In Pakistan, elections are not held at regular interval, however popular elections were held in 1970, 1985, 1988, 1990, 1993 AND 1997. Through these elections those parties could not return to power which were unable

to control the public administrators, during their respective regimes. Hence, the public controls the administration.

ii) Re-call:-

It is another device to control the administration. Under this system, the electors can call for the dismissal of an official before the expiring of his term. The electorates can re-call the government, which becomes inefficient, corrupt and unable to control the civil administration. In the words of ***Prof. Charles Worth J.C.***; "The recall does not reduce the influence of bosses, corporations or other special interests, it is just a useful and as available to bad elements as to good. So far as can be determined, it has no warning effect upon an official, who is about to make a mistake or to prepare a crime."[18] The chief provisions of a re-call machinery are:-

a) A period of grace, usually the first six months in office.

b) Use of existing nomination and election procedures to fill the vacancy, if one is created.

c) Circulation of petition with a requirement that the percentage of signatures be roughly inversely proportional to the size of the jurisdiction; and

d) Payment by the sponsors of the first recall election, if they wish to have a second recall election on the same man.[19]

This mechanism is available in Switzerland only and Pakistan is not following the lines; while making its officials accountable.

iii) Pressure Groups:-

It is American term, used for a section of organized people to pursue some special interests. The pressure group is a group of industrialists or traders, organized for commercial interest; which brings pressure both upon legislature through lobbying and administration through liaison officers. Through these tactics, the pressure groups achieve their objectives.

These activities of pressure groups are some time useful to the administration. They may convey the feelings of industrial community regarding the administrative decisions in time, thus enable them to adjust their policies so that there may be no opposition. Sometimes these groups employ illegitimate means to achieve their objectives which leads to corruption and destroys the efficiency of administration. Thus such methods are not desirable in controlling the administration.

iv) Advisory Committees:-

A link can be established between the members of administration and the public through these committees. The advisory committees are appointed at different levels of administration. They consist of important citizens and representative of special interest.

The government departments providing social services have needs for such committees. The committees establish two ways traffic in administration. On the one hand, they bring to the notice of administration the view-point of affected section of the public, and on the other, they convey to the people the circumstances and reasons of a particular administrative decisions. Thus they become the part of government's public relation works. Moreover, by seeking cooperation of the common citizens in the formulation and administration of policy, administration acquires a democratic character.

But to make this system very useful, it is necessary that their powers are only advisory, for otherwise there would be danger of public responsibility being impaired and the members should have a broad and representative perspective of their function rather than a narrow and personal one. As *Prof. Warner* says; "a clear field for the advisory bodies and the administration to struggle towards that view of the real problems at issue between them which will provide a balanced, integrated adjustment enabling the administration to move forward with the confidence and success to truly progressive solutions."[20]

v) Vigorous Public Opinion:-

The most effective means of public control over administration is a vigorous and informed public opinion. Eternal vigilance is price of liberty. If the people are politically unconscious and indifferent, they will lose their rights and the administration becomes despotic. If the people are aware of their rights and duties and exercise their influence over administration, they keep the administration on track. There should be enlightened public opinion. Decentralization of authority may provide the local community with better opportunity of intimately understanding and influencing the conduct of public business by the official.

In the end, it cane be concluded that an institutional structure cannot be effective to tone up the administration unless the administration itself is permeated by high ideals and carried forward with a sense of dynamic purpose.

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Chapter 11
ADMINISTRATIVE ADJUSTICATION

- *Definition*
- *Causes of growth*
- *Advantages & disadvantage*
- *Safeguards*
- *Forms of Administrative Adjudication*
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Administrative Adjudication

Administrative Adjudication

The most remarkable development in the control of administration is the vast expansion of the role of courts. The courts have formulated three doctrines in defining their role in review of administrative decisions. *First*, they have drawn on the fact and law distinction that is observed in the judicial system itself. *Second*, the courts are concerned with the substance of an administrative decision. *Third*, the courts are related with the protection of rights only and not privileges. Administrative adjudication is the latest development in administration.

Definition:-

Administrative adjudication is a resolution of a dispute by means of judicial or quasi-judicial proceeding. It settles and decides all disputes and contention that may arise not only among administrators themselves but also between the officials and private individuals.

Administrative adjudication can also be defined as the process by which administrative agencies settles issues arising in the course of their work by adopting rules and regulations concerning administrative organizations and relations between administration and private persons or concerns.

In the words of ***Dr. L.D. White*** "Administrative adjudication means the investigation and settling of a dispute involving a private party on the basis of law and fact by an administrative agency".[1] According to ***Dimock and Dimock*** "Administrative adjudication is the process by which administrative agencies settle issues arising in the course of their work when legal rights are in question."[2] ***Blachly*** and ***Oatmen*** define as, "Authorities outside the ordinary courts system which interpret and apply the laws when acts of public administration are attacked in formal suits or by other established methods."[3]

Administrative adjudication differ from the administrative actions and the judicial decisions, but it combines in itself the features of both. It maintains balance between the government's responsibility and private individual's rights. It can not be categorized as administrative action as it involves adjudication of some disputes and it can not be described as purely judicial action as adjudication of dispute is an integral part of administrative action.

Administrative adjudication is different not only from purely administrative actions but also from regulatory decision of the administrative authorities such as registration, authorization and licensing etc. In such matters a thin line of demarcation between administrative action and administrative adjudication can be drawn. Judicial and semi-judicial functions in these new spheres of administration are entrusted to the administrative agencies; which perform these functions either through the same official, who enforce the laws or through specially constituted tribunals. They include the minister, the head of department, a ministerial tribunal, a special commission, single member tribunal and composite tribunal.

Administrative adjudication extends to officials functioning in official capacity. A special tribunal may be set up on the request of private individuals to try officials for wrongful acts dealing with rules relating to the validity of administrative decrees; laying down the method for redressing the grievances of sufferers, determining the competence of the administrative authorities, regulating their relationship with private individual and determining the exact position of the state vis-a-vis the officials and citizens.

CAUSES OF ITS GROWTH:-

A number of reasons or factors account for the growth of administrative adjudication in a modern democratic state. These are as under:-

First, the modern state is no more a police-state, but it has been switched over as welfare state. Today it performs not only the essential functions but also undertakes a variety of functions to ensure social and economic security and welfare of the common people. It gives precedence to social interest over the individual rights. Thus there rose the concept of social justice and welfare state. The prevailing judicial system could not meet the new requirements of social justice. It could not take a summer-salt and uphold state action against the individual's right. The socioeconomic problems of the public cannot be quickly solved by the ordinary courts. Therefore special tribunals have been established to deal with such problems. In the words of ***Robson, W.A.***"with the extension, during the nineteenth and twentieth centuries, of the functions of the government to one new field after another with the progressive limitation of the rights of the individual in the interest of health, safety and general welfare of a community as a whole, with the development of collective control over the conditions of employment and the manner of living and the elementary necessities of the people, there has arisen a need for technique of adjudication better fitted to respond to the social requirements of the time than the electorate and costly system of decision provided by the litigation in the court of law."[4]

Second, in the modern industrialized and urbanized society highly technical matters are involved; which need immediate attention and solution. They can not be put at the mercy of ordinary courts; as the ordinary judges do not have the specialized knowledge to tackle the technical issue. Hence the special administrative adjudicating agencies have been set up to deal with technical problems. According ***Robson***

W.A. "Parliament did not overlook the courts of law but they found that the possibility of setting up new organs of adjudication which would do the work more rapidly more cheaply and more efficiently than the ordinary courts, which would possess greater technical knowledge and fewer prejudices against government, which would give greater weight to the social interests involved and show less solicitude for private property rights which would decide with a conscious effort at furthering the social policy embodied in the legislation. This prospect offered solid advantages which induced the legislature to extend in one sphere after another the administrative jurisdiction of governmental departments so as to include judicial functions affecting the social services".[5]

Third, the regular courts are over burdened and they could not cope with the increasing number of cases and adjudication resulting from the administrative actions. Moreover the litigation in the courts of common law is more expensive, formalistic and slow. In contrast, the administrative courts provide swift and cheap adjudication in matter where they are competent, following the simplified procedure. There are the reasons that administrative actions are referred to administrative tribunals instead of court of law.

Fourth, the ordinary courts only settle the disputes and not to set standards of human behavior. It is for the legislature to set such standards. The legislatures are not in position to prescribe in exact details the pattern of conduct. This is delegated by the legislature to the administration. The issues arising out of the implementation of these standards can be properly tackled by the administrative tribunals alone. For instance, the factory rules provide certain safety measures for workers. If a worker gets injured due to bad workmanship or non-compliance of safety measures by the management. This can be only decided only by the administrative expert rather than an ordinary judge. Keeping in view the need of administrative courts, many democratic states began to adopt administrative tribunals.

Advantages:-

Administrative adjudication has been able to find its place even in the rule of law in countries like Gret Britian and United States except France and other continental countries. The question arises why has it become so popular? Following are its advantages; which have endeared it to the democrats of the world:-

1. Cheaper justice:

Administrative adjudication has proved to be for less expensive than the prevailing judicial system. Payment of huge court-fees, remuneration to the counsels, expenses to be incurred on the witnesses and other charges in ordinary courts, make justice very costly; while administrative adjudication curtails most of these expenses.

2. Speedier justice:

Justice by the administrative tribunals is very speedy. Oral hearings are dispensed with and intricate trial procedures are abandoned. Thus unnecessary procedures are done away with saving time.

3. Easier Justice:

Administrative courts provides relief to the ordinary courts which are over burdened with suits. Many of the disputes which come before the administrative courts are of very ordinary nature and are dealt easily by the tribunals.

4. Useful in developing societies:

Administrative adjudication is very useful in developing democracies or societies; which do experiment with new social and economic programmes and the ordinary court can not cope with their needs. Thus administrative courts are very useful in developing countries.

5. Fixing of standards:

Administrative courts some time establish certain standards of security and safety in an organization instead of solving the disputes and issues. For example a dispute concerning an injured employees claim for compensation from the employer is more a problem of enforcing standards of safety than the dispute of rights between employer and employees.[6]

6. Flexibility:

Administrative adjudication has brought about flexibility and adoptability in the judicial and administrative systems. The legal approach is static and unprogressive. Ordinary courts can intervene when a conflict arises and is not concerned with the problems and complications of decisions. The fast changing society necessitates a progressive attitude and adaptation of policies to meet the changing conditions. This is possible in administrative adjudication as administrative tribunals are not bound by precedents of past decisions and can break away from the previous rulings. This enables the administration to enhance the policy of improvement and to make administrative adjudication flexible.

As conclusion, it can be said that flexibility, accessibility and cheapness are the sure merits of administrative adjudication. In the words of ***Robson W.A***; "cheapness and speed with which they make available for the discharge of judicial functions in special fields; the assistance which they lend to the efficient conduct of public administration and the ability they possess to lay down new standard and to promote a policy of social improvement." ***Frederick and Miriam*** are also of the view, "Administrative courts not only relieve the ordinary courts of a great bulk of work but also serve purposes foreign to the latter. The informal and inexpensive procedure of administrative courts ....are very desirable.....The weight of expert opinion considers the continental system more satisfactory that the judicial courts which are found in England and United States. There is no doubt the administrative courts of some kind are a necessary and unceasingly important part of modern governmental machinery.

Disadvantages:-

Though administrative adjudication has been widely applauded yet it has been criticized for many reasons. The lack of separation of power, publicity of proceeding, poor investigation, limited judicial review, trend toward administrative despotism, and violation of uniform procedures are the drawbacks of the system. The description of them are listed below:-

1. Against the separation of Power:-

The critics of administrative adjudication point out that it violates the principle of separation of powers by allowing the administrative agencies to usurp judicial function as they exercise not pure judicial function by quasi-judicial function.[7]

2. Lack of publicity:-

The rules and regulations of administrative courts do not allow for the publicity of proceedings and the public press is not permitted to publicize the oral hearings and reports. In the absence of proper publicity, it is not easy to predict the trend of future decisions. In the words of ***Robson W.A.***"without publicity it is impossible to predict the trend of future decisions and an atmosphere of autocratic bureaucracy is introduced by the maintenance of secrecy, which in the ordinary course of events is quite unnecessary....."[8]

3. Lack of investigation:-

There is no proper procedure of investigation and process of law or any other judicial safeguard, they also depend on unsworn written statements unsupported by verbal testimony given on oath and subjected to cross-examination. Neither documents are sent nor witness are compelled to attend the courts; which deprives the citizens of their basic rights.

4. Limited Judicial Review:-

In-spite of much inconsistency, there is, in many cases, no provision for appeal. In fact there is no regular authorities for review and control and where even the jurisdiction of courts of law is ousted by law, there the aggrieved party has no relief what soever.

5. Trend toward administrative despotism:-

Administrative adjudication permits the administrative agencies to acquire control over judicial matters and thus would result in removing restraints on bureaucracy and administrative despotism. If administration continue to encroach upon the judiciary, it will undermine the law, the courts and the legal profession; which will result in administrative despotism.

6. Violation of Rule of Law:-

It also violates the rule of law; which stands for equality before law, supremacy of law and due procedure of law over governmental arbitrariness. The administrative tribunals with their separate laws and procedures limit the jurisdiction of Rule of law.

7. Violation of natural justice:-

It also violets the natural justice: which means that no man is a judge in his own case; no party is to be condemned unheard and party to know the reasons for the decision. The administrative courts do not often give the reasons for decision. The administrative tribunals have no set procedure and sometime they violate the principles of natural justice.

8. Lack of uniform procedure:-

There is no uniformity in the procedure which administrative tribunals follow. In certain cases tribunals are arbitrary and inconsistent in their decisions. There is no fixed standard in conduct of procedure and no precedent is followed. Hence justice is negated. ***Lord Hewart*** correctly remarked, "justice should not only be done but should undoubtedly and manifestly be seen".[9]

Though these defects seem to be quite alarming yet they are not inherent defects. Therefore efforts should be made for improving rather then giving up. There is necessity of providing safeguards to eliminate defects. There is need to maintain balance between the cheapness and promptness of justice and the liberty of individual.

Safeguards:-

The following are three types of safeguards of administrative adjudication. These are: organizational, procedural and judicial.

1. Organizational Safeguards:-

a) The adjudicator of disputes should be a different person. He may be drawn from the same service responsible for administration of the functions of the agency.

b) The adjudicators should be a board or tribunal rather than a single man. The jointly taken decisions are always better than one-man-decisions; which are well-established for fair justice.

c) Appointment of members and particularly of the chairman should not be vested with the minister of the concerned department. In England, the Frank committee had recommended the constitution of a council or tribunal and the vesting of the power of appointment with them. The council should be comprised of judges active or retired, eminent lawyers and other reputed

persons from all walks of life. This council should be consulted in all matters of administrative tribunals.

2. Procedural Safeguards:-

The Committee of Minister's Power appointed in U.K. in 1932 had recommended the following principles of procedure in administrative adjudication to follow the natural justice:-

a) No man should be judge in his own case.

b) No man should be condemned unheard.

c) The parties concerned should know the reasons for the decisions.

d) All the evidences and documents on the basis of which a decision is to be taken should be disclosed.

e) The concerned should be entitled to represent his case either by himself or through a legal expert.

f) The accused should be entitled to cross examine the evidence and challenge the evidence produced against him.

g) The accused should also be given an opportunity to call evidence oral and documentary in addition to cross-examination.

h) He should be given the right to full judgement which should reveal reasons for order and not merely order.

i) He should possess the right to appeal for further and higher judgement.

3. Judicial Safeguards:-

The system of Judicial Review over judicial and semi- judicial action of the administrator and tribunal can prove a very adequate safeguard. In France and Germany Supreme Administrative Court has been provided to supervise all administrative tribunals and authorities. While in rule of law countries the Judicial Review is vested in Supreme Court or High courts.

The salient features of judicial system may be summarized as follow:-

1. The system of administrative law and tribunals is definitely and systematically laid down.
2. The administrative tribunals follow a well-defined procedure.
3. The tribunals are manned by administrative judges; who have the experience in administration and administrative adjudication. They exist independent of the administrative authorities.

4. Administrative tribunals are free from the control of ordinary law courts and their decisions are final and conclusive.

5. There is hierarchy of administrative courts. The subordinate tribunals have original jurisdiction; while supreme tribunal has appellate revising and reviewing powers.

Though these safeguards will help in eliminating defects of administrative courts, yet it is advisable that indiscriminate recovers to administrative courts must be avoided. The administrative adjudication should be used as an alternative of ordinary court system.

Forms of Administrative Adjudication:

The following are the forms of administrative adjudication:-

a) Judicial Review

b) Statutory Appeal

c) Suits against the government.

d) Suits against public officials

e) Extraordinary Remedies.

a) Judicial Review:-

It is the power of courts to review the laws of legislature and executive orders of the Chief Executive. In other words, it is a judicial veto on legislation and administration. It is the power of courts to declare null and void an act of legislature and an order of executive, contrary to the constitution.

In practice great variations in the pattern of judicial review exist, not only between country to country but also within the same country, in respect of different types of administrative acts and decisions. In Great Britain judicial review can be exercised only over such rules and regulation which are brought so explicitly or implicitly, by an act of parliament. In United States on the other hand, no rule or regulation what so ever can escape the scrutiny of the Supreme Court and even Congress has no power to exclude the jurisdiction of the court in this respect. In India, the position is somewhat in between the two extremes. Here the rules are normally subject to judicial review unless the constitution authorizes the parliament to exclude the jurisdiction of law court over a certain subject of public interest.

In Pakistan the superior courts have the power of judicial review, to judge the validity of any act of legislative and any order of the Chief Executive under the Article of 199 of the Constitution of 1973. The powers of the superior courts remained available to their full extent to declare null and void any presidential order and ordinance.[10] The Supreme Court has declared without legal authority the declaration of President of

Pakistan, who under Article 58 (2-B) of the Constitution dissolved National Assembly and dismissed the Government of Nawaz Sharif in April 1993. The Supreme Court has restored the government and re-instated the National Assembly.

b) Statutory Appeal:-

Statutory appeal occurs where the law itself provide that in a given type of administrative act or decision, the aggrieved party will have the right of appeal to the court or administrative tribunals. An equivalent procedure is the requirement that the administrative agency itself must go to the court for the enforcement of its orders in which case the legality of those orders automatically comes up for scrutiny by the courts.

In Statutory Appeal two questions are very important ie. who may appeal and what weight the appellate court give to the findings of the administrative agency? Statutory appeal are now steadily gaining ground as legislative regulation of the administrative process.

c) Suits against the Government:-

Under the system the government can be sued in the courts of law by the aggrieved party and satisfaction can be obtained. The question of liability of statutes arises in connection with contracts or torts. The government has to enter in to many contracts and state never refuses its liability. A state that refuses to pay for goods supplied or services rendered may be sued by the other party in the administrative courts.

The question of bringing a suit for damages against the government is related to the system of law that a country has. Therefore it varies from country to country. In France and other continental countries, where administrative law prevails, the governments admits responsibility for the act done by their officials in official capacity. Hence the aggrieved may directly sue the government.

In Great Britain the state is not vicariously responsible for the wrong acts of its officials. Proceeding against the government can not be brought with out obtaining consent. After the enforcement of the Crown Proceeding Act 1947 government is generally made liable for the torts committed by its officials in the course of their official duties. This act also recognize equality of government officials and private citizen in the sphere of contracts and torts.

In Pakistan, the higher courts are empowered to declare any act of administration of central or provincial government, without lawful authority, on the application of any aggrieved party. The high courts as the guardians and protectors of citizens of the country, have always been quick to come to the rescue and assistance of anybody who approach them with a genuine complaint against any judicial, quasi-judicial or administrative authority or tribunal,[11] within their respective jurisdiction. The Supreme

Court of Pakistan has also original jurisdiction in the matters pertaining to fundamental rights, where it considers the matter has a public importance.

d) Suit against Public officials:-

The public officials are personally liable and sueable in respect of acts done by them in their personal capacity. However the acts committed in their official capacity, the liability of officials varies from country to country and from one category of official to another. From the view point of the legal immunity enjoyed, a distinction exists among the heads of state, judicial officials and other individuals.

In Britain, the Crown is completely immune from any legal proceedings. The government officers can not be sued for any contract made by them as a part of their official duties. But in respect of torts they are completely held responsible and liable in a court for such acts.

In the Constitution of 1973 of Pakistan, every act or decision of the public officials is liable to be sued in the higher courts. The courts can declare their acts without lawful authority or of no legal effect; They can also direct them to "act according to the law", provided that no other adequate remedy is available to the aggrieved and the impugned action has been taken by the officials performing functions in connection with the affairs of the center, a province or a local authority.[12]

e) Extra ordinary Remedies:-

Extraordinary remedies consist of the five writs of habeas corpus, mandamus, prohibition, certiorari, and quo-warranto.[13] The historical origin of these writs lies for back in the English constitutional history. In England these are known as prerogative writs issued in the name of the King as fountain head of justice, which are operating under common law.

In United States and Pakistan there is no question of prerogative. In the former country these remedies are provided partly by common law and partly by statute, whereas in Pakistan provisions are made for them by the constitution.

The Government of India Act, 1935 was adopted to suit the new circumstances and conditions in Pakistan after the independence, which continued to be constitution for Islamic Republic of Pakistan till adoption of new Constitution in 1956. In 1954, the Constituent Assembly of Pakistan, added section 223-A to the Act of 1935, in which powers were conferred to high courts to exercise jurisdiction to issue writs in the nature of Habeas corpus, Mandamus, Prohibition, Quo-warranto and Certiorari.[14]

In 1955, the Federal Court held the Section 223-A of the Government of India Act 1935, as invalid and thus ended the jurisdiction of high courts to entertain writs. The Constitution of 1956 not only continued this jurisdiction by empowering high courts to

enforce writs of various natures, but amplified it by empowering it to enforce any of the fundamental rights conferred by the said constitution for any other purpose.[15]

In the Constitution of 1962, no mention was made of the term writ, but it authorized the high courts to issue orders in the five categories of writs. In 1963, the higher courts reinvigorated the writ jurisdiction, and established the principle that it was inherent prerogative of the courts to interpret the constitution and to review legislation.

After lifting the Martial law, an Interim Constitution of 1972 was introduced, in which fundamental rights were incorporated and the high courts were empowered to exercise writ jurisdiction. During the Martial Law period, the writ jurisdiction was suspended. At present the high courts derive their powers and jurisdiction in this respect from the Provisional Constitution Order 1981, under which they have the jurisdiction to issue order in nature of writs mentioned above, subject to the restrictions specified therein.

The conferment of the power to issue writs in the high courts has brought about a remarkable reform in the matter of judicial control of administrative and executive tribunals and other officials invested with the power to effect the life, liberty and property of the citizens.[16]

Organization of Administrative Adjudication:

Some countries notably France and Germany, have a system of administrative law (driot administratif) and a separate system of courts to deal with disputes between citizens and state and disputes of public officials. The public officials are not held responsible before ordinary courts, but before the administrative courts. In other words administrative law is a body of rules, which have been evolved by the precedents by the administrative courts. Its basic principle is that the state is liable for what it does through its officials. The courts have the right of annulment for excess of power.

In the countries like England, United States and Pakistan, courts are not entrusted with the settlement of disputes of government functionaries and of disputes between citizens and state officials, one or more of the three provision namely:

i) Special Tribunal,

ii) Statutory Inquiry; and

iii) Ombudsman

have been adopted.[17] The brief description of these are as under:-

1. Administrative Tribunal:-

The administrative or special tribunals are bodies for resolving disputes by court like procedures. They deal with "all litigations between public authorities themselves

concerning the execution, non-execution or bad execution of public services.[18] They are created by statutes and perform two main functions:-

a) To resolve disputes between two individuals.

b) To resolve disputes between public bodies/officials and citizens.

Administrative tribunal is a general term incorporating a variety of boards, courts, committees, tribunals etc. They are established by statutes and generally have a regular or semi- permanent existence and a clearly defined area of jurisdiction, within which they hear disputes. They are remarkable for their diversity rather than for any similarities, in their composition or activities.

The administrative tribunal system have many advantages. They are more accessible and informal for the people. They are more flexible in arriving at decisions. They are more expeditious and cheaper than the courts.

Their independence, the appointments, membership qualifications and procedural deficiencies of administrative tribunal are severally criticized.

In Pakistan, the demand of establishment of administrative tribunals has finally evoked a positive response in the Interim Constitution of 1972, which has empowered the Federal Legislature to establish one or more administrative courts or tribunals to deal with matters relating to terms and conditions of service, tax matters and matters relating to industrial disputes etc.

ii) Statutory Inquiries:-

These are usually set upon adhoc basis under statutory authority, to inquire into a specific matter and generally have little in common with courts of law. They do not necessarily arrive at decisions, but are required to report to a government department.

Inquiries form part of the process, a discretion for which answerability is to the parliament. The inquiry is usually conducted by civil servant acting on behalf of minister. He listens to the arguments presented to him by the applicants. Local authority and other objector and then advises the minister either for accepting or rejecting the appeal. In Britain the system prevails and different type of inquiries consist of tribunals constituted by Parliament under the Tribunal of Inquiry Act, 1958 and 1966 to inquire into a specific matters of public importance. A council of Tribunals was set up with general supervisory role over administrative tribunals.[19] These are composed of small number of members appointed by the council and presided over by a high court judge.

In United States, a Council of Tribunal was set up with a general supervisory role over administration under Tribunal & Inquiries Act, 1956 & 1966. This is an advisory body and has the duty of keeping under review the constitution and working of a large number of tribunals and procedures involving the holding of a statutory inquiry by a minister.

Pakistan inherited the system from Great Britain. The constitution of Pakistan has provided for the establishment of statutory inquiries in the matter of grave importance. These are single member tribunals presided over by a High Court or Supreme Court judge.

OMBUDSMAN:-

The term ombudsman is Scandinavian in origin and can be translated as 'grievance man' or complaint officer. It stands for an independent and non-partisan, officer appointed by legislature to deal with complaints from the citizens against administrative injustice and maladministration.

Ombudsman is an instrument for controlling the discretion of administrative agencies and protecting the public against the abuses of their powers. In other words, the common citizen may seek redress of grievances arising from the administrative actions.

Broadly speaking the Ombudsman is (1) legally established (2) independently functioning (3) external to the administration (4) operationally independent from legislature and executive and (5) publicly accessible and visible.

Ombudsman supervises the administration and prevents maladministration, corruption, nepotism and other evils. He has the power to investigate, criticize and publicize administrative actions. He has also right to inspect administrative agencies and to call for the files of the government for the purpose of investigations. After investigation, he reports back to the legislature.

Some people have objected to it and said that Ombudsman is an agent of the executive, which undermines the independence of his role. All the governments have the influence over it by providing funds and other resources for the office. Moreover in some systems, including Danish, the Ombudsman's jurisdiction does not extend to the courts or judges nor he can act without formal complaint in writing, which again reduces the importances of the office.

Certainly, any thing that helps ease pervasive rank and file feelings of remoteness and inefficiency visa vis government is useful, and in this sense the Ombudsman system is a welcome addition to the controls. To some extent the rise of consumer and protest groups, again an international phenomenon, has reduced the need for such official. Moreover as they tend to work within the official system they might tend to be coopted by those who provide their resources.

By comparison with similar offices in other countries the Great Britain Ombudsman performs a limited role, both in terms of the number of cases handled and impacts of their work on the public. This is due to several factors primarily, the relatively narrow definition of the term maladministration. However in Britain, various commissioners for administration have been appointed since 1967. The parliamentary

commissioner--the ombudsman was appointed as servant of Parliament, hence his title. There is no direct access to him by the people, approaches must be made through MPs; who thus retain his traditional role in redressing grievances.[20] In United States the function of Ombudsman has traditionally been served by the elected representatives in Congress and state legislatures. However in the last decade, there have been renewed efforts to strengthen the ombudsman's function in America. Ombudsman type programmes have been adopted in ten states of United States.

In Pakistan, the need of Ombudsman was severely felt. The idea became reality through the efforts of Mr. Justice Cornelius; who has been drawing the attention of Government of Pakistan for the introduction of administrative tribunals in Pakistan since 1959.

Addition of writ jurisdiction in 1954 incorporated in the Constitution of 1956, brought the action of government servants under purview of the high courts. Some other steps were adopted to meet the need of the people. Tribunals like the "Claim Officer" the "Settlement Officer," the "Industrial Court," and "Election Tribunal" were added to the already existing "Board of Revenue" and "Appellate Income Tax Tribunal."

Many other means of controlling and supervising the administration, like legislative control, administrative devices including Special Police, Anti-corruption Department Inspection Teams, President's Inspection Team, Civil Service Tribunals, Civil Service Conduct Rules, Administrative Court etc. were being analyzed and debated in the context of overall administrative reforms. There was however a consensus that to check the frequent encroachment of administrative action on the rights of the citizens of Pakistan, the adoption of the institution of Ombudsman was highly desirable.

Towards the end of August 1981, the Federal Government of Pakistan issued a draft law for the establishment of an Ombudsman; public discussion and comment were invited. The intention was to give to the Ombudsman the same powers as a high court in the term of summoning and enforcing attendance, the production of documents, and the examination of witness.[21]

Thus an ombudsman was appointed in 1983 in Pakistan at federal level vide President Order NO. 1 of 1983 to redress the grievances of private individuals arising from the administrative action. His secretariat was also established in Islamabad in the same year and branch offices were to be established at all provincial headquarters. The institution has made much progress in rendering valuable service in redressing the grievances of the people.

The ombudsman can rectify any injustice done to a person through maladministration; which has been defined thus:

i) a decision process, recommendation or an act of omission or commission which

a) is contrary to the law, rules or regulations or is a departure from established practice or procedure, unless it is bonafide and for valid reasons; or

b) is preserve, arbitrary or unreasonable, unjust, biased, oppressive or discriminatory; or

c) is based on irrelevant grounds; or

d) involves the exercise of powers, or failure or refusal to do so, for corrupt or improper motives such as, bribery, jobbery, favoritism, nepotism and administrative excesses; and

ii) neglect, in-attention, delay, in-competence, inefficiency and in-aptitude in administration or discharge of duties and responsibilities.[22]

The ombudsman may on a complaint by an aggrieved person, undertake any investigation into any allegation of maladministration on the part of any agency or its officers or employees.

The ombudsman has the jurisdiction except the following cases:-

1. Cases which are subjudice before a court of competent jurisdiction
2. Cases relating to the external affairs of Pakistan or to the dealings of Pakistan with other foreign countries and governments.
3. Cases relating to the defence of Pakistan or its defence forces.
4. The complaints by or on behalf of a public servant in respect of his service matters.[23]

All departments of Federal Government are required either to implement his recommendations or communicate any reason for disagreement. Where recommendations given by the Ombudsman are not implemented, he may refer the matter to the President of Pakistan, who directs the agency to implement the recommendation and inform the ombudsman accordingly. The ombudsman is given the same powers as the civil court, regarding the summoning and enforcing of attendance of any person and of examining him on oath or compelling the production of documents etc. He has the same powers as the Supreme Court to punish any person for contempt.

In view of the increasing popularity of the institution a demand to extend the programme to the provincial level, has been extensively voiced by the public and has been debated at various levels and in number of forums. The Federal Ombudsman too has supported this demand. The role of Federal Ombudsman was reduced upto the administrative agencies of the Federation of Pakistan. However the people have the direct contacts with provincial governments or provincial administrative agencies. Their complaints range from matters relating to education, health, revenue, irrigation and

police. In this way a lot number of administrative departments and agencies of provincial levels are exempted from jurisdiction of the Federal Ombudsman. Thus there was a need to appoint ombudsmen at each provincial headquarters. It is said that a provincial ombudsman in Sindh was appointed; who was attending to the multifarious complaints of the citizen. The Punjab Provincial Assembly adopted a resolution recommending to set up institution in Lahore, on September 17, 1996. Sooner the institutions at Lahore, Peshawar and Quetta were to be created and the better it would be for citizens of these provinces.

On the whole, the ombudsman system in Pakistan have the following merits:-

1. The ombudsman method of handling complaints of the citizens against the maladministration of the administrative departments is direct, simple, informal speedy and cheap. A complainant just moves an application on plain paper, of his grievances against the Federal officials or department, and Ombudsman's Secretariat starts its function by investigating, calling record, getting comments from the relevant agencies and reaching at results.
2. The institution of ombudsman is quite useful to meet the needs of justice of an ordinary humble citizens, who has no financial means to pursue his case in ordinary and costly courts of law. It gives relief to the common man, which the courts of law can not.
3. The ombudsman acts as the eyes and ears of the legislature in overseeing the central administration of Pakistan. The ombudsman works as watchman of the Federal administration and administrative officials.
4. The ombudsman also performs an important service for administrative officials by reducing their work through the investigation of cases and disposing them off. He is also useful for judiciary as he reduces their burden by deciding many administrative issues which arise by performing official duties, which were previously dealt through five writs. He is useful for public, because he explains the reasons for official action or inaction.
5. Unlike the courts, the ombudsman's court frequently moves around the country, deciding the cases on spot, there and then. The rise in the number of cases brought to the ombudsman's court would seem to suggest a rise in complaint against the administration. It is also a reflective of the enhanced trust in the ombudsman as most effective institution for the redressal of the public grievances and administrative wrongs.
6. Reckoning the results of the past 13 years it can be safely predicted that provincial ombudsman would be instrumental in eradicating corruption from the provincial departments to a considerable extent, as it is caused by inefficiency, misapplication of rules and delaying tactics of the concerned employees.

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Chapter 12
PUBLIC RELATIONS

- *Historical Back ground*
- *Definition*
- *Public Relation & Publicity*
- *Publicity & Propaganda*
- *Functions of Public Relation*
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Public Relations

PUBLIC RELATIONS

The importance of cultivating contacts between citizens and government is severely felt in modern democratic states, as the police state-concept has been vanished and people's welfare has been made the objective of state. In police state, the ruled were the simply recipients of orders of the rulers and they were regarded as the usurpers of the rights of the people. Thus the people did not take interest in the administrative working of the state.

The rise of democracy has changed the old concept of state, which set up the frame work of social order within which the man may lead his life more freely. This led to the multiplexed activities of the state, which compelled the state to involve the citizens in its activities. Thus state has to develop good relations with its citizens. According to ***Prof. Charles S. Ascher,*** "On the one hand his (administrator) mandate is to conduct public affairs expeditiously, efficiently, economically to carry out the will of the people as expressed in the legislative mandate under which he is acting and on the other hand, it is equally the role of the public servant to make the citizen feel that his interest is being regarded.[1] The only course that is required, is the proper adjustment of public-official relations.

Under democracy, the administration has to recognize the people's rights, to listen their complaints and to redress their grievances. It keeps itself informed of the people's inspirations and their solutions. No administration can be a success, if people are hostile to it. The public officials should seek an active cooperation of the people. This is possible only if the people are provided with accurate, detailed and timely informations about public affairs.

HISTORICAL BACKGROUND

Public relation is not a new, but it dates back in 1948, when both Public Relation Society of America and Institute of Public Relation in Britain were formed. But long before that --- even if it had no name --- Public Relation was being carried out. People found it necessary to communicate their inspirations to the government. On the other hand, the governments also felt the needs to communicate. The house journal has been used for nearly a century and half, with the Lowell offering of 1942, ***I.M. Singer & Co.*** Gazette of 1955, and protector of 1965 being among the first American ones, while in Britain a staff magazine was published by Lever Brothers towards the end of the

nineteenth century.[2] ***Ivy Led better Lee*** was handling Public relation for United States Coal and railway in 1906. In Britain, during the 1920s the ***L. Loyd George*** Government used Public Relation to announce its programme of health, pension and housing schemes. The various United Kingdom marketing boards of the 1930s used public relation for the product publicity and Shell made a classic film about refuelling an Imperial Air ways, Hercules airliner at Croydon Air port.[3] Many London stores were publishing new releases for their publicity.

Later on the Public Relation (PR) was used in public sector and became popular in many developed and as well as developing democratic states. ***James McCamy*** made his study of PR in government in 1939. Two years later, ***Leo Rosten*** also made study in PR during the New deal period, a time when public relations in Federal government was considerably stressed. Even during the World War II, when the need for information was urgent, and the government sought to fill it. The government, activities in the time of stress--war and cold war--has caused, such a rapid growth of public relation programme in government. Thus the Federal Government of United States was the world's largest employer of professional public relation talents.[4] At governmental level many public relations agencies have been established in United Sates as well as in other states of the world. Thus public relation became an important tool in public administration.

DEFINITION:

The British Institute of Public Relations has defined public relations as "Public relations practice is the deliberate, planned and sustained effort to establish and maintain mutual understanding between an organization and its public."[5] This is an excellent definition, because it can be applied to any sort of organization, commercial or noncommercial, anywhere in the world. Therefore it is worth remembering in its whole and in its parts.

John Marston is of the view that "Public relations is planned persuasive communication designed to influence significant publics."[6]

Robert D. Ross offers probably the simplest of all definitions when he says that; "The single purpose of public relations function should be to help the organization develop and maintain a social climate in which, it can prosper best."[7]

According to ***Jame McCamy***, "Public relations in government is the composite of all the primary and secondary contacts between the bureaucracy and the citizens and all the interaction of influences and attitudes established in these countries."[8]

John D Millet Says that, "Public relations is knowing what the public expect and explaining how administration is meeting these desires."[9]

Rex Harlow, a pioneer in the field of Public Relation says that, "Public relation is a science through which an organization can consciously attempt to fulfill its social

responsibilities, and to secure the public recognition and approval necessary to success."[10] He also says that, "public relation is a process whereby an organization analyzes the needs and desires of all interested parties in order to conduct itself more responsively towards them."[11]

Dimock M.E. and Dimock G.O. are of the opinion that "Public relations is a planned programme of policy and action designed by an administrator to build public confidence in and increase public understanding of his programme or agency. Since its purpose is to satisfy all parties' interest --public employees and management itself--a public relation plan must be broadly conceived formulated with the help of everyone in the organization. carried out by every employee. focused on public and largely directed from the office of the executive."[12]

According to ***Frank Jefkins***, "Public relations practice is the process of analyzing trends. predicting their consequences. counselling organization leaders, and implementing planned communication programmes, which by achieving mutual understanding. will serve both the organization's and the public interest.[13]

From the above definitions of public relations. it may be concluded that the aim of public relation is not only to inform the public and to know what the public wants but also to build up popular goodwill for the administrative machinery.

To have a clear and precise idea of public relations, we have to distinguish public relation from publicity and propaganda.

PUBLIC RELATION & PUBLICITY

Public relation and publicity are often confused. Some governments designate their public relation officers as publicity officers, no doubt the two terms are so interlinked that they seem not two different things but two aspects of the same thing, yet they are utterly different terms. In no way, public relations is a form of publicity, although there are times when public relations will use publicity for the purpose of institutional or corporate advertising.

To emphasize and distinguish the difference between public relations and publicity we would consider the following areas in which these differences occur. They are the people addressed, the use of media. costs and payments and purpose of communication.[14]

i. The people addressed:-

Publicity campaigns are usually concentrated on the largest number of potential buyers; while public relation programmes are dispersed to many different groups of people. Publicity addresses the target audience and public relation addresses many publics. The publicity is aimed mostly at distributors. users and consumers in order to sell. while public relation is related to possible recruits and suppliers in order to buy.

Publics include all kinds of people with whom the organization does communicate. Publicity may exist in industry, trade or commerce; while public relation exists outside the business world.

ii. The media used:-

There are also differences between public relation and publicity in connection with the use of media. There are many media used only by publicity and yet more which are created for public relation purposes. Display and classified ads in newspapers, business magazines and journals commercials, advertising films on T.V. screen, posters, signs and sale literature are the media of publicity while news stories, features articles, pictures for press, documentary films, T.V. news taped interviews, educational posters, seminars and conferences are the main medias of public relations.

iii. Cost & payment:-

The financial sides i.e. costs and payments, of publicity and public relation can be compared with the similar way. By costs we mean what has to be bought, and by payments we mean the monies spent on remunerations. In publicity, it is referred to above the line and below the line costs. Above-the-line covers the main five media of press, television, radio, outdoor and cinema. All other media--which do not usually pay the advertising agent a commission--are termed below-the-line.[15] While public relation is not included in both the categories and it needs its own budget. Public relation consultants are not in the commission business, but their services cover salaries, overheads and profits.

iv. Purpose of Communication:-

There is also great difference between publicity and public relations with regard the purpose of the communication. The publicity and public relations communicate differently by means of different communication media. The purpose of publicity is to influence and attract the customers and buyers towards the product. Thus the publicity is the "art of dealing with people in mass." While the purpose of public relation is to provide information to all the concerned, thus "dealing with individuals." Thus conveying information to the public in mass is publicity and approaching the individuals is the public relation.

Public relation is much bigger activity than publicity. Not every organization needs publicity, but every organization is involved in public relation, whether it likes it or not. Similarly, it is bigger activity than marketing since marketing is only one function of a business, and not every organization is involved in trade. Thus publicity is an important part of public relation. Publicity is often confused with propaganda. Now need arises that we should differentiate publicity from the propaganda.

PUBLICITY AND PROPAGANDA:-

Following are the important points of difference between publicity and propaganda:-

i) The object of publicity is disseminate information, while the object of propaganda is to influence conduct.

ii) The source of publicity is always known, while the source of propaganda is always unknown.

iii) Publicity has no bad motive, while propaganda seeks to serve its own selfish ends by giving wrong information and distorted facts.

The public relation officer can not be allowed to indulge in propaganda. His main job is publicity, and not propaganda. The public must be supplied with accurate informations and true facts, they must not be misled by public relation officer. Thus publicity is an important part of public relation and not propaganda.

FUNCTIONS OF PUBLIC RELATIONS:-

Following are the functions of the public relations officers:-

1. ***Press release:-*** Press is a very influential media of public opinion. Hence the government has to maintain good relations with public by providing full informations regarding the governments policy and activity. The Government releases press-notes to press representative through its public relation officer.

2. ***Explanations:-*** The laws of legislatures and rules and regulations of government are coached in strict legalistic terms and hence are beyond the understanding of ordinary citizen. So it is the public relation officer who removes the defects of these statutes by issuing explanations and thus to make the laws and rules understandable by the common man.

3. ***Background information:-*** In the social service activities, the government mainly depends upon the cooperation of the people. To secure this cooperation, the administration has to provide the background informations of the administrative decisions and the necessity and ground of the administrative actions. The public relation officer provides the background informations on the behalf of the governments, and levels the ground for its actions.

4. ***Persuasive activities:-*** The public relation officer performs the persuasive activities in the time of crisis. During the crisis or war, the government needs the cooperation of the people, even at the cost of their personal interests. The public relation officer comes forward to tactfully persuade the

people to make scarifies willingly and to cooperate the government. Thus the government gets cooperation of citizens without using coercive methods.

ELEMENTS OF PUBLIC RELATIONS:-

According to ***John D. Millet***, the public relations consists of the following four elements:-

1. Learning about public desires and aspirations.
2. Advising the public, about what it should desire.
3. Ensuring satisfactory contact between public and government officials.
4. Informing the public about what government is doing.[16]

The explanation of these elements are given below:-

1. Knowing of public desires and aspirations:-

Of the four elements of public relations the first one is learning about the desires and aspirations of the people. Among techniques of ascertaining public opinion, following are the most common.

a) Press:

The press is most effective mass communication media. The news-papers magazines and journals are included in the press. Electronic media have not destroyed the press in the industrial world and in developing countries, it meets the needs of literacy and knowledge of people., Thus radio and T.V. can not compete the press in developing the public relations.

The newspapers and magazines contain various news-items; which reflect the reaction of the people towards government's actions. Letters conveying the appreciation or depreciation of a particular action for the government or containing people's grievances addressed to Editors are printed in "Letter to the Editor" column. The editorials written by editors, comment on the government's activity or suggest some recommendations to redress grievances of the people. The public relation department send the cuttings of the newspapers to the concerned ministry for taking appropriate action.

The newspapers provide greater details of information and are read every where. It is a portable media and can be taken almost anywhere. The newspapers are preservable and can be looked up in libraries. The press, therefore is a living medium.

On the other hand, the newspapers have short lives and not every section of a paper is read by all readers. They may be bias as they either do not print some stories or, if they do, they distort them. There is seldom truly objective reporting by the press. Bias may derive from political, religious or ethnic influences. The same story is treated

differently by the different newspapers. Sometime, newspapers can be unreliable in their reporting, because these are produced quickly and it is difficult to be editorially accurate.[17]

b) Electronic Media:-

Electronic media are very different from the press, and television and radio have their special advantages and disadvantages.

The electronic media can be extremely valuable in public relation programmes, if they are understood and used properly. It reaches to the public more rapidly and has for wider appeal. Press-media reaches to the educated people only; while the electronic media reaches to all the classes of persons. Radio and televisions are usually under government control and in most countries are owned by the government. Governments not only broadcast news and views but also control and educate public opinion through various programmes and features. They are used more effectively to build the popular support of the masses, for the internal administration and external policies.

Unlike the printed words it is difficult to retain the broadcast words. After transmission they are forgotten and one can not make repeated studies of the broadcast messages.[18] Electronic media is very costly for layman and the persons from masses, they can not afford to purchase the radio and television. Moreover the programme planning is very time consuming. Thus the radio and television are the wasteful mediums.

c) Platform:-

Platform is also an effective medium for the expression of views of the public. The public speakers and public leaders make speeches on various subjects in-front of a large gathering of the people. The people listen the speakers personally, who speaks in local tone with warmth and enthusiasm, and the people respond them. Through speeches of the leaders, government become aware about the people's feeling. On the other hand, representatives of government also deliver their opinion regarding the issues, already pointed out by the public speakers and their solutions as sought out by the government.

However, there are two serious limitations on the device. Firstly it can be utilized only by the political heads of the administration and the civil administrators can not appear before public to express their view point. Secondly its appeal is very limited as the people who attend the meeting are in small number. The public meetings cannot be attract a large number of people.

d) Demonstration and Agitations:-

If the spoken and written words fail to move the administration, the people may adopt the agitational means to move the government. The people demonstrate and agitate against the particular policy of the government. Under people's pressure the government realized the intensity of the issue and do work according to the wishes of the people.

The people demonstrate to welcome a commendable programme of the government or to condemn an unwilling action. But it is usually for the latter purpose. The demonstration or agitation may be peaceful or it take violent turn. Public opinion in general or a particular section of people may express their opinion through these methods every where in the world. In Pakistan people also express their opinion but these agitation and demonstration take violent turn; because these are political motivated and the political party may sponsor such demonstrations.

However in democratic societies, they are arranged to draw the attention of government to a particular issue, without indulging in violence and destruction of national property. But they lead to deputations or negotiations with government for better solutions of issues, facing the public.

e) Documentary Films and Visual Aids:-

Documentary films and visual aids are also effective media of communication. They are sometime regarded as separate media, perhaps because documentaries are such a dominant and long established public relation medium, but they are of course a form of audio visual.[19]

Documentary films have color, sound and movement and can demonstrate public relation with realism and authenticity. If bias and self-praise is avoided, it can make public relation credible. Films have entertainment value yet they are very pleasant in communicating public relation messages. Moreover, they have a long working life of perhaps five years or more, unlike the electronic media.

The use of visual aids is becoming increasingly important in public relations as well as external communication. The public relation can be achieved visually by shooting video-tapes of live reader's letters staff discussion groups or of actual working conditions. The modern audiovisual aids techniques provide opportunity to inform government of what goes on outside the governmental offices, and to inform public what goes on inside the offices. Thus it achieves the principle of two-way communication i.e. downward and upward internal communication.

Documentary films and Visual Aids are widely used by government at national or local level. They are also very useful means of educating the people in health and sanitation rules, traffic laws, improved method of agriculture and improving community life.[20]

f) Legislature:-

Legislature is an important segment of the public. It is the floor of the legislature, where the public opinion is best reflected, whatever their electorates want the legislators speak. The legislators inform the government about the demands and the aspirations of the people, while they are discussing any bill or voting the grant. On the other hand, they

also tell the public about what the government is doing for them? The role of opposition members is also credible. They make some constructive suggestions to establish relations between public and government.[21]

g). Government Employees:-

The officials of government constitute a very good agency to report to public about the activity of the government. They come in daily contact with a large number of people from the various walk of life. Therefore they become aware about people's demands. Thus they are best tools for public relations. If they are encouraged to talk freely, they can give true picture of public opinion, because they get informations from the masses and provide informations to the masses impartially, resulting in proper public relations.

h) Advisory Committee:-

The government may come to know about the trends of the people with regard a particular action of the government, through advisory committee, which are consisted on the representatives of the people. These committees interpret the feelings and the interest of the people and report to the government along with their special opinion. The government formulates policies keeping in view the recommendations of these advisory committees. The policies formulated in such a manner are acceptable to the people. Thus public relations develop between government and the citizens. Such committees exist at every level of administration, central or provincial or local. They are made use of particularly in social service department like education, food and agriculture, commerce and industries, community development, administration etc.

i) Public Opinion Polls:-

Public opinion polls on certain matters can be conducted, by issuing questionnaire to the people. The replies received thereto shall clearly reflect the public opinion in favour or against the certain problem. It is difficult to conduct the public opinion polls in a large country. Moreover it is costly.

The best and practical way is not collect public opinion indiscriminately but to obtain a small sample of different sections of society of different sex, age, profession and locality. The opinion, thus collected sometime shall reflect the opinion of the public as a whole. Such public opinion polls are conducted by press and other agencies and their results have been often found to be correct.

2. Advising the public:-

Advising the public what it should think, desire or do is the most important aspect of public relation. It is the primary duty of government to educate the people in the methods of performing civil duties. The government should take care of not to follow the techniques of propaganda, while doing public relations. The government should guide

The brief explanation of each is given below:-

i. The first difficulty which the public face, when they come to visit an office and to get informations. They are hunted from pillar to post and the officials try to pass them on to some one else and avoid to provide them proper informations. Another unpleasant experience of the visitors is to wait for longtime due to heavy engagement or purposely avoidance of the officer concerned. There should be proper waiting room along with sitting arrangement. The visiting hour should be fixed and the officer should see the visitors during visiting hour. If he is extremely engaged and can not see the public he should convey his regret giving appointment on some other day or at some other time. Should there be no receptionist at an office, it is the duty of every official to listen the visitors attentively and guide him correctly. As regard the communication of information sought by the visitors, unless there are good reasons for refusal, it should be promptly given. If there are proper ground for refusal, the officials should excuse the visitors.

ii. The next important factor in individual public relations is suiting official ways and procedures, as for as possible to the natural expectation of the people. If people want something to be done differently from the official way, it should be done, if feasible. Of course, it is not possible to do this always. On occasions, administration may regret their requests, if these are not justified. Briefly, public should be accommodated to the maximum extent possible. They should be supplied information that they want to have, if the rules so permit, otherwise their request should be refused.

iii. Sometime people come in contact with administration through paper correspondence instead of having personal meeting with officials. Administration has evolved its own procedure, commonly known as "officialese". But it should work according to the need of the time. It is desirable that the letters from the public should be duly acknowledged and the reply should be sent in simple and straightforward language, in shortest possible time.

iv. Regarding the dealing with public complaints, there should be a definite procedure and set programme. In an organization, there should a specific official to deal with the public complaints. He must maintain the record of all the complaints, he receives. He should acknowledge the complaints and send to the quarter concerned for immediate actions. The actions taken on complaints should be conveyed to the complainants in very simple language within the comprehension of an ordinary citizen.

and advise the people about certain vital matters concerned with their education, health, trade and commerce, agriculture etc. The government should also guide about public safety during war, observation of traffic, and fire protection all the time. In developing country like Pakistan the people need to be advised about their duties in extending their cooperation to the government making development, programmes successful.

Advising and guiding the people in what is admittedly, for their good scientifically tested and proved and above political partnership is nowadays a well recognized part of the duties of administration. What is important is that such advising should be kept clear of falsehood, political maneuvering and propaganda.

3. Cultivation of contact between official and public:-

The third important element of public relation is cultivation of satisfactory contact between the officials and public. The public officials have to come in daily contact with the people, either through face to face meeting or through correspondence. The people can judge an agency by the experience and quality of its employees. Therefore, the employees should realize the importance of their relations with the people. If they deal with people with sympathy, they shall be applauded and organization would get public approval. If their behavior is arrogant, the organization would face public condemnation.

The work of public relation is not confined to a particular official, but all the officials are maintaining good public relations. As ***L.D. White*** say, "every public official and employee is a public relation officer." Every official tries to get good public opinion for himself and for his organization. The official or certain qualities can achieve good public opinion. Every official should be sympathetic and courteous to the people. He should be kind, accommodating, sweet and easily accessible. Public should be treated in such a way that they realize that the government officials are their well-wishers, friends and guides. They may get help from the official, to whom they visit.

The main problems of relations between officials and public may arise in connection with:-

(i) the reception of visitors at the public office and provision of informations

(ii) official ways and procedure

(iii) correspondence

(iv) dealing with public complaints

(v) general demeanor of the officials, and

(vi) partisanship,

(vii) aloofness of official from public.

v. The government official should also, in their private dealings, behave in a responsible and dignified manner becoming a person holding a government job. They should not indulge in loose talks, engage in public or political controversies. They are required to be neutral in politics.

vi. They should not utter word, which should give an impression to the public of their being partisan of any political party. In every way, their conduct and behavior should be such as to win over the sympathies, support and appreciation of the public. It is gratifying to note that public officials in our country are developing the qualities of a good public relation officer in themselves. To make them realize the value of such qualities, the government some time ask the different departments to observe courtesy week. Particularly the police department observe courtesy week in each year.

vii. Another restraint in the way of public relation is the aloofness of the public officials from the public. The public officials should be realized that good public relations is the one of the quality of a good government official. They should mix up with the public and consider themselves as the parts of the public.

4. Informing the Public:-

The fourth element of public relations is informing the public about the activities of the government. The government perform this activity through publicity. The publicity is the art of dealing the people in mass. Thus the publicity is an important part of public relations. The publicity may reach to the people, through government newspaper and publications, the radio, films, platform, exhibition and advertisement. The brief description of each is given below:-

a) Government publications:-

The government in every country publishes daily, weekly, fortnightly or monthly information bulletins and some time publish government Gazette, which contains a good deal of information of its activities. The government also publishes books, booklets, pamphlets and handbills giving informations about the policies, programmes and activities of its administrative departments and agencies. These phamphlets are sent to every citizens.

b) Platform:-

Platform also performs effective role in informing the public about government activities. The President or Prime Minister or ministers make speeches at platform about the policies and programmes of the government and the people become aware what the government is doing for them.

c) Radio & T.V.:-

In most of the countries of the world Radio and T.V. are owned by the government. The government uses Radio and T.V. for its own publicity. Thus, they have become very useful and effective media of communication. Radio and T.V. are listened by all the citizens irrespective of their education, thus knowing about the government's activities. The government not only broadcast news and views but also relay various kinds of educational and instructive programmes like talks, debates, discussion, dramas etc. to popularize its plans and policies among the people.

d) Films:-

Films are recognized as a popular media for eduction. The modern governments make use of them on large scale. The Public Relation departments of the most of the countries exhibited the documentary films in remote villages through mobile vans. The governments maintain their studies and prepares documentary films and news- reels for free display.

e) Exhibitions:-

Exhibitions also serve the publicity function of mass information and explanation. They are very useful in providing informations to the people, the progress that the country is making under a particular administration. The world Agriculture Fair 1960, and Asia Fair 1972 are the examples of this technique. These were visited by the millions of people and they saw the progress of their respective countries.

f) Advertisements:-

Dissemination of informations regarding the administrative activities of government takes place through advertisements. The government also makes use of posters, folders, leaflets and calenders for advertisement purpose, in addition to newspapers and journals.

PUBLIC RELATION IN PAKISTAN

From the previous discussion, it is quite evident that public relation has great importance in public administration. Obviously no system of public administration can succeed without the development of good public relation system. All the civilized governments have set up public relation agencies at national level.

In England, after the World War I, a system of public relation emerged, when press or publicity officer were first appointed in the defence ministry. Thereafter many other departments also introduced public relation system. In 1939, a regular ministry of information was set up. In 1946, Central Office of Informations to carryout the common services in publicity and information of various central departments, was set up. Two or three years later, the staffing pattern of the information agencies was nationalized and a general class of information officers was introduced.

In Indo-Pak sub-continent the system of public relation was borrowed from England. After the World War I, a Central Bureau of Information was set up for publicity and propaganda. In 1939, the Director General of Information was appointed to control and coordinate war publicity. In 1941, the Department of Information and Broadcasting was created to control the various publicity agencies working under the different ministries. The All-India Radio, which was set up in 1936, was also given under the control of Department of Information and Broadcasting. In 1947, on the attainment of independence the department was reconstituted and was designed as division/ministry.

Public Relation Machinery:-

A comprehensive public relation machinery is working in Pakistan. At the top is Ministry of Information and Broadcasting, with four attached departments and two public corporations. The brief description of each is given below:-

Ministry of Information and Broadcasting:-

The Ministry/Division of Information and Broadcasting is operating at central level with the following responsibilities:-

i) All business concerned with the Pakistan Broadcasting Corporation and Pakistan Television Corporation;

ii) Policy relating to internal and external publicity on national matters.

iii) Production and distribution of documentary films and newsreels on behalf of government.

iv) Presentation and interpretation of government's policies and activities through the press releases.

v) Establishment of good press relations with newspaper industry.

vi) Production and release of advertisements of Government of Pakistan.

vii) Conducting of audit of circulation of newspapers in Pakistan.

viii) Managing the affairs of Pakistan National Centers.

ix) Administrative control of attached departments and corporations.

The Ministry of Information and Broadcasting is sub-divided in to two wings i.e. Information Wing and Broadcasting Wing. On the information side the Ministry has four attached departments/agencies namely Press Information Department, Directorate of Research and Reference, Directorate General of Films and Publications, and Directorate General of Pakistan National Centers. On the broadcasting side, the Ministry has two corporations namely, Pakistan Broadcasting Corporation and Pakistan Television Corporation.

The following are the departments/agencies of information wing:-

i). Press Information Department:-

The Press Information Department is the principal publicity organization for the Government of Pakistan. It is operating under the control of Director - General-Informations.

Its main functions are as under:-

i) It ensures that the policies and activities of the Government of Pakistan are properly interpreted and conveyed to the public through the press.

ii) It supplies the necessary material to the national and foreign press to understand the people's problems and the government's effort to solve them.

It also handles publicity for international conferences in Pakistan.

It examines and analyses the press reactions to the policies and activities of the government, and sends recommendations to the concerned ministries in this regard.

It renders help to the foreign correspondents in Pakistan by providing various facilities needed by them, during their visits to different places and persons, according to their interest.

It releases handouts as prepared by different ministries regarding their policies and development projects.

ii) Directorate of Research and References:-

It is an attached department of the Ministry of Information and Broadcasting, operating under the guidance of a director, who works with the help of his other staff.

The main function of this Directorate is to undertake research in publicity matters and to provide guidance and background notes on current affairs in Pakistan. It also builds up the compendium of knowledge on important, subjects of national policy.

iii) Directorate of Films and Publications:-

It is an important attached department, working under the control of Director General of Films and Publication of Pakistan. It is divided into two wings i.e. the Films Wing and the Publication Wing, both are operating under the direction of separate directors.

The Films Wing is responsible for the preparation of documentary films and newsreels regarding the government's activities, cultural activities of different sections of people in connection with national days.

It is also responsible for the distribution of these films and newsreels on commercial and non-commercial basis, throughout Pakistan or abroad.

The Publication Wing is responsible for the publication, distribution and sale of pamphlets, books and journals dealing with the matters of national importance, with a view to provide authentic informations about the country, to the general public at home and aboard.

It also advises the various ministries or divisions or departments offices of the Government of Pakistan on the matters relating to the production of publication and arrangement of matters therein.

Presently the Directorate is publishing three journals namely (i) Pak-Jumhuriat (ii) Mah-e-Nao and (iii) Pak-Pictorial. Pak-Jumhariat is a weekly journal. It is literary and informative. It provides informations about the development's projects in rural areas of Pakistan. Mah-e-Nao is a monthly magazine, which contains the articles of literature and public relation. Thus it is a channel of two-way communication. Pak-Pictorial contains the pictures of places of Pakistan, of national importance. It is presented to the foreign guests or dignitaries on different occasions. The foreign nationals can understand Pakistan through these pictures.

iv) Directorate-General of National Centers:

The Directorate-General of National Centers had been operating since independence; was abolished in 1992. It was running Pakistan Centers in each provincial headquarter of Pakistan to celebrate national days as well as Islamic value days. The Centers were also the points of cultural and literary activities of the people of different sections and tastes.

The following are corporations of the Broadcasting Wing:-

a) Pakistan Broadcasting Corporation:-

On the independence of Pakistan, Radio Pakistan came into existence on 14th August, 1947. It had been working as an organ of Government of Pakistan till its incorporation in Pakistan Broadcasting Corporation on 20th December, 1972.

The Pakistan Broadcasting Corporation has been working as statutory organization of Government of Pakistan under the control of a governing body. The body is known as Board of Directors headed by Director-General. The body has other five directors i.e. Director Administration, Director News, Director Finance, Director Programming, and Director Engineering. At present 65,00 employees are working in the organization. Its programmes are releasing from 28 Radio-stations throughout the country.

The Pakistan Broadcasting Corporation provides informations to the people. It educates the masses through entertainment and it propagates the ideology of Pakistan keeping in view the strategy of islamisation in the country. It is working as the main public relationing organ of the Government of Pakistan.

b) Pakistan Television Corporation:-

Before the Television started at Lahore in 1964 on experimental basis by a Japanese Company N.E.C., the Pakistani public was a little bit familiar with the Television through an exhibition where Philips Electrical Company installed a few T.V. sets and televised some crude amateur programmes and foreign films from improvised studios. After a couple of years Pakistani public again had a glimpse of T.V. through a Philips Company exhibition train. The exhibition train, which travelled from Peshawar to Karachi, had a small T.V. Station with T.V. monitors installed on the roof tops.

In October 1963, a National Publicity Conference was held under the chairmanship of President Ayub, which decided for establishing three main stations — one each at Karachi, Lahore, and Dacca and three satellite stations — one each at Islamabad, Peshawar and Chittagong. It also decided that Television service be entrusted to a Television Corporation; which had two main objects:-

1. To introduce television as a commercial risk.
2. To reduce the strain on the country's foreign exchange resources by inviting the foreign firms for equal participation.

The Conference also set up a negotiation committee comprising Secretary Finance, Secretary Industries and Secretary Information. This committee invited a number of leading firms and explored the possibilities of setting up pilot stations in former East and West Pakistan on an experimental basis.

Resultantly, the Government entered into an agreement with the Nippon's Electric Company of Japan to operate two pilot stations--one at Lahore and the other at Dacca--for a period of 90 days. These pilot stations were installed by N.E.C. at their own cost, but the operational expenditure was equally shared by the Government.

The Lahore pilot station was inaugurated by President Ayub on 26th November, 1964, which was the first television station in Pakistan. After one month, on 25th December, 1964, Dacca pilot station was also started.

Now Television, of course, has grown technologically and spatially. But in November 1964, when television came to Pakistan. Lahore Television could only boast of one newsman, a stenographer, an Urdu translator and a lot of determination to give to the viewers the latest news in Urdu, Bengali and English. When it began there was no News Agency Teleprinters, no film cameras, no cameraman, no film labs. There was nothing special in television to be differentiated from radio news except the appearance of a news reader on the T.V. screen. The only visuals available were the foreign news films and some locally obtained news-photos. Slowly the facilities started trickling in, and now viewers could see the sprinkling of visual items from Lahore and nearby suburbs.

Although television was introduced in Pakistan as a commercial venture, Government was fully aware of its profound social impact.

It was for this reason that Government owned a majority of shares in the T.V. Promoters Company which ultimately gave place to the Pakistan T.V. Corporation. The promoters company had an authorized capital of rupees five crore and a subscribed capital of Rs. 2.14 crore. Of the subscribed capital the Government contributed Rs. 1.50 crore in local currency and the balance was contributed by N.E.C. and T.T.I. in foreign currency. That gave the Government an effective control over the functioning of the T.V. stations.

THE OBJECTIVES:-

The principle objectives which Government had in view, in introducing television service in Pakistan, were:-

1. Instruction and enlightenment;
2. Enrichment of knowledge and information;
3. Wholesome entertainment, and
4. Promotion of national outlook and integration.

Government directed those engaged in planning Television service to bear constantly in mind that:-

(i) Television audience is primarily a home audience; which include children and adults, persons with varied educational background, professing different beliefs and following different religious faith. In brief, television imposes a grave responsibility towards family life in particular and community life in general;

(ii) Care is exercised to ensure decency and decorum in programming at all levels;

(iii) Profanity and obscenity — in fact, any manifestation of vulgarity — is scrupulously avoided.

(iv) Themes, terms and phrases derogatory to any race, creed class, profession, personality, region, or province in the country are not used, except when required for a specific purpose in combating an unwholesome prejudice;

(v) Sanctity of family life reflected in marriage and in the relationship between parents and children is maintained;

(vi) News presentation is fair, objective, factual and free from deception by implication or omission; and

(vii) Good taste prevails in the selection and presentation of news.

Along-with the Public Relation Machinery of the Government of Pakistan, the provincial governments have their own information and publicity organizations or departments, with the officials mostly known as Information Officer, Public Relation Officer, Directors of Public Relation, Directors of Information and so on. The Public Relation System of Pakistan has many deficiencies and we have to remove these deficiencies by the following ways:-

1. The tendency on the part of government to consider the press as a means of publicity for certain activities of the government, while insufficient importance was attached to press and its reporters. However, there is need to give due importance to the press and consider it as a main tool of public relations.

2. There is complaint that the press-reporters have no access to the official source of informations. The press reporters are demised to meet the ministers, chief secretaries, secretaries and other of departments. While they have the right to see high echelons

3. The government publicity and public relation directorate tried to feed the press with detailed press-notes and press-releases, leaving little initiative to the press-correspondents. However, there is need to leave some thing for press-reporters to do at their own.

4. There is another complaint that the public relation departments may fail to prepare the mutual sufficiently in advance; while the administration was directly interested. Such practice are hardly conducive to good relations between the government and the press. For the better relationship with the press the public relation department should avoid such practice.

5. The press releases are usually issued by the public relation officer or information officers, who are unable to satisfy the press-reporters, who put question on every and each aspect of the press-release. The information officers do not know the facts of the case, therefore, they can not satisfy the reporters. If the cases are sent to information officer for issuing press-releases, they may be sent with details, so that information officer may give answer of every question of the reporters.

6. Some time duplication occurs in the news-notes and press-release, as the Public Relation Department issues the press-release, as well as the ministry concerned also issues the said press-release. The Public Relation Departments works as the sole agency to develop public relation therefore, it should be given the responsibility to issue the press-releases or notes, the ministry willing to public relation should contact the this authority, so that the duplication may be avoided.

7. Finally there is a complaint that a great deal of material is in the nature of 'puffs' to individual ministers and achievements of the government. If a minister attend a function, the releases will produce what each of them said, but neglect to emphasize the significance of the function itself. Similarly, photographs produced for publicity, give nicely posed pictures of the minister pressing a button or cutting a piece of tape in connection with opening of a new power project or a new railway station or line, but hardly over a photograph of installation of the said project. Thus the public relation department should emphasize on the fundamental achievements of the government, instead of spotlighting the dignitaries associated with it. Its emphasis should be on what has been done rather than on persons.

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Chapter 13
ADMINISTRATIVE IMPROGEMENT

- *Need of Administrative Improvement*
- *Meaning of Administrative Improvement*
- *Administrative Reforms in Pakistan*
- *Organization and Method. (O & M)*
- *Meaning of O & M*
- *Nature of O & M*
- *Functions of O & M.*
- *Advantages and Disadvantages*
- *Organization & Method (O & M) in Pakistan*
- *References*

Administrative Improvement

Need Of Administrative Improvement

The main objective of public administration is to provide service to the people, to look after the interest of the people and to achieve certain goals. But the service provided, the interest to be looked after and the goals aimed at are not static, but they need change with the passage of time. Because of the dynamic nature of administration, it needs improvement in response to the changing conditions in society. For example before independence the administration of Indo-Pak was designed to the service of British masters, but after independence, the administration of Pakistan changed its objective from the service of masters to service of the people. Thus for this purpose the need was felt for improving administrative machinery of Government of Pakistan. Moreover the transformation from police state to welfare state also needed rapid change in administration.

Meaning of Administrative Improvement:

First of all we should know the meaning of administrative improvement; which is an important issue in the present day public administration. It means the affecting purposive changes in the existing administrative structures, procedures and methods and in the behavior of administrators. Such changes are aimed at improving the efficiency and effectiveness of the administrative machinery, and the capabilities of the administrators, to carry out the ever-increasing responsibilities of welfare state. This shows the close relationship between administrative improvement and administrative reforms. In fact, the aim of administrative reform is administrative improvement.

Administrative improvement requires structural and procedural changes in the administrative system and the behavioral changes in the administrators.

Structural changes involve reorganization and major shakeup of the machinery of government; which are concerned with division of governmental functions, delegation of government's powers, decentralization of central authority, creation of autonomous agencies and coordination of these agencies.

Procedural changes involve the introduction of new filing methods and new type of forms, change of work procedures and abolishing of red-tapism, and introducing the efficiency rating.

Behavioral Changes are to improve interpersonal and intergroup relationships of the individuals and to inculcate the sense of service to the people among the bureaucracy.

The democratic management, proper training, incentives and awards to hardworking and honest employees, are the some of the measures used to bring about the desired behavioral change.

ADMINISTRATIVE REFORMS IN PAKISTAN

By introducing the necessary structural, procedural and behavioral changes in administration on continual basis, it is possible to meet the challenges of modern welfare state. The review and evaluation of the working of the existing administration machinery general precedes the introduction of changes and innovations into administrative set up. The purpose of such review and evaluation is to points out the defects and to suggest measures to remedy them. Usually this task is entrusted to commission or committee in Pakistan created for the purpose. Now, we shall summarize the some of the important attempts made for administrative reform or improvement, in Pakistan.

Pre-independence Period:-

The organization structure and procedure of the Government of India Secretariat used to be reviewed from time to time during pre-independence days, with a view to their improvement, particularly in response to changing times. Some of the report which may be mentioned in this connection include the following:-

1. Aichison Commission Report (1887):-

The commission had reorganized the civil services into three: Imperial Services appointed by the Crown, the Provincial Services appointed by the Government of India and the subordinate services appointed by the provincial governments

2. Islington Committee Report (1912):-

The report transferred the certain services to the control of the Government of India and provincial services to the provincial government's control. It also classified the services into I, II, III and IV classes in the place of earlier classification into Superior, Subordinate and Inferior Services.[1]

3. Lee Commission Report (1924):-

The commission bifurcated the Imperial Services into the Indian Civil Service (ICS), Indian Police Service (IPS) and Indian Medical Service (IMS).

4. Tottenham Committee Report (1945):-

It recommended the re-organization of the Central Government of India.[2]

Post – Independence Period:-

On 14 August 1947, the organization structure of the Secretariat and its procedures that the Government of Pakistan inherited, were the same as left by the British. Only a week after independence, the work of reorganization began, and a Re-organization Committee was set up under the chairmanship of Sir Victor Turner, the then Central Finance Secretary, to make the recommendations regarding the strength in each

rank of each Ministry to "determine surpluses and deficiencies in each Ministry," to make recommendations for their adjustment and their system of noting and to examine if superintendents could be authorized to dispose of minor cases.[3]

Shortly, thereafter, on 11 March 1948 the National Assembly of Pakistan set up a House Committee to review the organization, structure and level of expenditure of Ministries, Departments and offices of the Government of Pakistan.

5. Munir Report (1949):-

In 1949, the Government of Pakistan appointed a Pay Commission with Mr. Justice M. Munir as its chairman to report on the standard of remuneration including leave and pensions benefits, which should apply in Pakistan keeping in view its financial resources with the object of achieving rationalization, simplification and uniformity in regard to the public services. The report submitted by Justice Munir came to be known as "The Munir Report" Following are the its main points:-

i. Public Servants "should get such remuneration for their work as enables them to lead honest and respectable lives.

ii. The socialistic or quasi-socialistic standard of remuneration must be rejected ... because it is not practicable in present politico-economic set up of Pakistan.

iii. It is not a "right policy for the state to offer such salaries to its servants as to attract the best available material. The correct place for over men of genius is in the private enterprise and not in the humdrum career of public service where charter and the desire to serve honestly for a living is more essential than outstanding intellect."

iv. Government should pay so much and so much only to its employees as is necessary to obtain recruits of the right stamp and to maintain them in such a degree of comport and dignity as would shield them from temptation and keep them efficient for the term of their services."[4]

6. Jeffries Report (1952):-

In 1952, Mr. K.S.Jeffries of the U.K. Treasury, prepared a report on the request of Government of Pakistan, on the "Development of Organization and Methods work in Pakistan's Government." On the recommendations of Mr. Jeffries, the Government of Pakistan established O & M Organization,[5] which is now working as full fledged Division of Government of Pakistan under the name of "Management Services Division."

7. Egger Report (1953):-

In 1953, Rowland Egger a United States public administration expert, was invited to examine the public sector organization and management in Government of

Pakistan. The report has come to be known as Egger Report. Some of his significant recommendations are as under:-

i. Definite functions should be assigned to the departments and departments should be combined into ministries with the aim of producing units capable of discrete and virtually independent operations.

ii. Government activities essentially commercial in nature, should be organized as Government owned corporations.

iii. The center should divest its administrative agencies of direct local government operations which should be left to be handled by local government.

iv. O&M units should be made responsible for continuing study of government machinery.

v. Heads of functional operating departments and corporations should have direct access to ministries.

vi. Decision making authority should be decentralized.

vii. The Secretariat should be converted into Ministerial General Staff to advise ministers and departmental heads to manage establishment and financial matters on minister's behalf and to monitor and report progress to the ministers.

viii. Government should indicate positively their interest in attracting the best minds in Pakistan to public service and to pay enough to retain in public service, men of outstanding ability with assured career in public administration.

8. Gladiex Report (1955):-

In 1955, another foreign expert in public administration namely ***Bernard L. Gladiex*** was invited to Pakistan to report on the reorganization of Government of Pakistan. He agreed with Egger's report and his main observations are as below:-

i. There are too many ministries and sub-units, but not enough integration of functions into more unified structures.

ii. A balance should be drawn to avoid excessive or insufficient government control over public corporations.

iii. Provincial administration suffers from an admixture of functions into various departments and a lack of coordination. The assumption that the secretariat can remain confined to policy-formulation and the attached departments and organizations to policy-implementation is out of date.

iv. Secretariat system for development work should be substituted by a system of straight line organizations and broad delegation of authority.

v. The Secretary to Government should not only be an advisor on policy making, but should be vested with full executive authority and responsibility under the minister.

vi. He recommended for the establishment of Public Service Board instead of Public Service Commission, which will undertake a systematic programme of job-analysis, review compensation levels, and assume jurisdiction over disciplinary cases, training, education, research and welfare.[7]

vii. He also recommended to place the central superior services together with all other professional officers such as engineers, doctors or agriculturalists in a single new civil service of Pakistan."[8]

9. G.Ahmad Report-I (1956):-

In 1956, G. Ahmad was appointed to examine and report on the reorganization of Federal Government. Following are the recommendations of ***G. Ahmad Report***:-

i. While the federation is supreme in all matters affecting the country as a whole, it should abstain from intervening except under necessity in those spheres where authority is conferred on the provinces.

ii. Statistical cells should be abolished in all the ministries.[9]

10. G. Ahmad Report-II (1961):-

In 1961, ***Mr. G. Ahmad*** submitted another report on the administrative reorganization of Federal Government of Pakistan. His main recommendations are as follows:-

i. To review the organizational structure, functions and procedures of the ministries, departments and subordinate offices of the Government of Pakistan and recommend improvements for efficient and expeditious disposal of business in consonance with the requirement of economy.

ii. To survey the staff position of Central Government of Pakistan with a view to strengthening, retrenching, or reallocating staff where necessary.

iii. To recommend measures for closer liaison between the Central and Provincial Governments of Pakistan.

iv. To recommend ways and means to ensure uniformity of approach to the reorganization of government offices at center and in the provinces.

v. A section officer scheme should be introduced, meaning thereby that all cases are disposed of at the level of the officers only.

vi. Policy making should be responsibility of the secretariat and the policy implementation that of the attached departments, whose heads should be vested with wider financial and administrative power and whose technical advice should not be subjected to further technical examination by the ministry concerned, a case referred to the ministry over the signature of the head of the department should be placed before the secretary or the joint secretary in the case of major departments and the deputy secretary in case of minor departments.[10]

11. Shoaib Report (1962):-

In 1962, Mr. M. Shoaib, the then Finance Minister, was appointed as a head of the Standing Organization Committee on the reorganization of the functions and structures of Central Government in the light of the Constitution of 1962. He recommended as:-

i. The Central Government should maintain appropriate, but small administrative units in provincial subjects, to keep in touch with broad policy and planning on a national scale, secure coordination and deal with international aspects of the matters.

ii. The Economic Committee of the cabinet should be abolished and replaced by National Economic Council which should have an executive committee with the Federal Finance Minister as chairman and Provincial Governors and Deputy Chairman Planning Commission as members.

iii. A minister should be concerned only with policy and not with day to day administration. A Parliamentary Secretary should deal with the Parliament affairs and should not be concerned with secretariat work.

iv. The proposal of the head of departments should not be scrutinized in the administrative ministry by an officer lower than a deputy secretary; nor should there be any technical scrutiny of the proposal in the secretariat, in case of disagreement between the head of department and the Secretariat, the head of department should have direct access to the minister.

v. There should be no bar to technician being appointed to a secretariat post.[11]

12. Cornelius Inquiry-II (1969):-

In 1969, the President of Pakistan, appointed Chief Justice of Supreme Court, A. R. Cornelius to head the "Pay and Service Commission" to examine the organization structure and functioning of administrative system. The Commission recommended to open upon the civil services to all qualified Pakistanis, regardless of their professional and educational background.[12] Ayub Khan's reaction was unfavorable to the report, however he opened up the C.S.P. to military officers and he developed a coalition between civil and military services.

13. Meer Commission (1973):-

In 1973, Meer Commission was constituted to examine the organization structure and administrative functioning. The commission recommended as under:-

i. The merger of all services into all Pakistan Unified Grades (APUG) by abolishing the C.S.P. cadre.

ii. To discontinue the old services labels like C.S.P. P.C.S.etc.

iii. To open up of the civil bureaucracy (at the highest level) to non-career civil servants through later-entry mechanism.

iv. To recruit all civil bureaucracy on the basis of merit.

v. To divide all Pakistan Unified Grade (APUG) into District Management Group (DMG), Office Management Group (OMG), Pakistan Police Group (PPG) Tribal Area Group (TAG) etc.[13]

14. Anwar-ul-Haq Report (1979):-

In 1979, Mr. Justice Anwar-ul-Haq, Chief Justice of Pakistan, was appointed as Chairman of Civil Service Commission to report on the reorganization of civil service of Pakistan, and to recommend measures for making it an effective instrument for national development. The commission submitted its report to the President in November 1979.[14] Although it was not made public, but most of its recommendations have been released,[15] which are as under:-

i. It called for implementation of 1973's recommendations in areas of position classification, position description, performance, evaluation, training and recruitment. It also called for implementation of equal opportunity procedures for all government employees.

ii. It recommended for the inclusion of constitutional safe-guard to civil servants as found in Article 8 and 182 of the constitution of 1956.

iii. It also recommended for the establishment of Pakistan Public Service Commission, which would encompass all posts in the Federal Government.

iv. It recommended that Deputy Commissioner should retain the regulatory functions, relating to law and order, policy, treasury, jail and certain other matters relating to general administration.

Despite these studies and reports from time to time, the secretariat organization structure and procedures have basically remained unchanged. One relatively significant change however was the introduction of Section Officer's scheme, sometime in 1959, whereby a section became the lowest working sub-unit in a Ministry/Division under a section officer. Noting below the Section Officer was done away with and he was

authorized to dispose of relatively minor routine cases at his level. Above the Section Officer the tiers of Deputy Secretary, Joint Secretary and Additional Secretary have not only remained intact, but in fact have proliferated.

In 1973's administrative reforms the C.S.P. and P.C.S. cadres have abolished and were re-classified into all Pakistan Unified Grades (APUG), Federal Unified Grades (FUG) and Provincial Unified Grades (PUG).

In 1983, four significant changes in the service structure were made; which are:

First, lateral recruitment of civil servants was abolished.

Second, the tribal Area Group (TAG) was & merged into District Management Group (DMG).

Third, the reservation for military personnel in civil service was expanded,

Fourth, the direct recruitment to office Management Group (OMG) was halted as recommend by Anwar Commission.[16]

In conclusion, although the evolution of administrative system in Pakistan has followed its own unique pattern. This experience is not totally different from developing countries. Viewed from the perspective of its history and within its political, economic and social environment, civil service in Pakistan has changed overtime although the inherited system remains in tact. It would not be inaccurate to say that it is still the same system, left by the British. Its future role will be determined by the decisions, actions and changes, yet to be taken.

Recommendation:

The following steps may be taken for the administrative improvements in Pakistan.

i. There is need to improve the degree of specialization in the business of public administration. We should increase the role of specialists in the formulation and execution of policies and programmes in the public sector.

ii. There is also need to reduce the size of bureaucracy of non-technical and non-professional character and to replace it by the highly skilled fellows. The emphasis should be shifted from empire building to high quality in administration.

iii. There is need to overhaul the whole administration, which was inherited from the British. There is need of replacement of authoritative administration by service-- oriented administration. Authority and coercion may be replaced by service.

iv. There is also need to change the official procedure of administration in Pakistan, which is hurdle-oriented. We should simplify the office procedure, which may allow the redressing of public grievances.

v. There is also need to move freely of personnel from one service or cadre to another service or cadre irrespective of federal or provincial service.

ORGANIZATION & METHOD (O & M)

During W.W.II, Great Britain adopted, on the recommendation of the Select Committee on National Expenditure, a system of systematic survey of departmental procedure commonly known or "Organization and Methods". The system became very popular in industry which was aimed at the high production, and time saving for workers. Thus the study resulted in considerable increase in industrial output. Public administration was also deeply influenced by the study of the system. It was first adopted in governmental administration in 1942. when the British Government set up O & M Division in the Treasury Department soon after this O & M units were also established in other departments.

The movement spread to the dominion and continental countries. A parallel movement was also started in U.S.A; called as "Organization and Management," covering all large-scale industries and governmental departments. The number of workers employed in O & M units in Federal Government of America alone, runs into several thousands.

After independence Pakistan's administration faced many problems of heavy load work and unorganized governmental machinery. To solve these problems Government of Pakistan invited ***Mr. K.S. Jeffries*** of the U.K. Treasury to prepare a report on the "Development of organization and Methods work in Pakistan's administration". He recommended for the establishment of O & M organization. Thus Government of Pakistan established O & M Division in 1952, now is known as "Management Services Division."

Meaning:-

The term O & M is used in two senses. In the broader sense it means "Organization and Management" including the study of entire process of management viz. planning, organizing, coordinating, motivating, directing and controlling. It is used in the United States. In restricted sense it means "Organization and Methods", dealing with the organization of public bodies and their office procedures in order to affect efficiency and improvement. The efficiency and improvement signify elimination of duplication, waste and delay by reshaping the organization and by simplification of procedure. It is used in U.K. and Pakistan.

Simply O & M means to design a machine and its working processes at the lowest cost of time, motion and money.

H.M. Treasury in U.K. defines O & M as, "The study by whole time, staff of organization of public bodies or private firms and the office procedure they adopt."

According to ***E.N. Gladden*** O & M nothing more than the idea of scientific approach to public management. Under this system administrative bodies are to have special branches whose job is to think objectively about their organization and methods of operation and by thought and experiment to devise improved structure and procedures."[17]

Dr. L. D. White has defined the "Organization and Methods" work (often referred to as O & M) as, "the improvement of all aspects of transacting business with special emphasis upon procedures and relationships. The object is to secure the most complete utilization of available resources physical and human; or conversely to eliminate so far as possible waste and loss of effort."[18]

G.R. Breadmore also defines O & M as "the systematic application of commonsense to business problems"

In the words of, ***Mileward G.E.*** (O & M) exists not only as a management tool—as an agent of top management---but also as service for managers, auditors or others who used it because they have not themselves the time or the necessary expertise."[19]

Thus O & M units deal with the review of procedures and systems of transacting work in order to improve them. In this sense O & M falls in the category of techniques like work study, operations, research and automation aiming at improvement of administration.

Nature:-

Organization and Methods (O & M) is essentially a management aid to secure administrative improvement. It is not an end in itself but it is a part of entire governmental effort at improvement.

Organization and Methods (O & M) is an advisory service to management. It renders services to the line executive of the department. It provides facts to the secretaries for decision-making on organizational and administrative issues. Its advice may or may not be accepted by the line department.

Organization and Methods (O & M) mission is not fault finding but it is for management improvement. It suggests the application of scientific methods in organization and administration to secure maximum efficiency and higher r oduction in governments executive machinery. It is thus, an effort to minimize time money and motion in carrying out the government's policies.

Organization and Methods (O & M) should neither seem to technical nor too mysterious beyond the comprehension of a layman. O & M function is to be taken for a common human endeavor to discern better ways of doing things. O & M activity is in fact, "organized common sense." Since common sense is generally uncommon, efficiency experts come in picture to organize it.

Organization and Methods (O & M) officials follow a particular procedure to do the job. They survey the existing system of the department under review, and collect the data regarding its operation. They detect issues and the defects such as redtape, undue delay, waste etc; in operation of the system. They suggest structural and procedural changes with a view to improve the efficiency. They also supervise the correct implementation of their recommendations.

Functions:-

As already said the Organization and Methods (O & M) office stands for assisting the line officials to improve the management of an organization. In brief *Milwavd G.E.* says, "the usual functions of O & M are the examination of structure of the organization under review and the studying of administrative and clerical procedures and methods office mechanization and equipment office layout and working condition. Work-study deals with systematic activities concerned with the investigation, recording measurement and improvement of the following work factors. What the operator does; the machine and equipment used the material and working conditions.[20] The main function of O & M are as follow:-

i) **Research:-**

It undertakes research into organizational and procedural problems with a view to improve efficiency, by using the techniques like work management, work-simplification, statistical method and quality control. The research is also undertaken with the help of office machines, sound record management, better layout, good system of standards, measurement and cost control.

ii) **Investigation:-**

It carries out investigation necessitating a broader and more specialized knowledge. Through such investigations, procedures and methods of the various administrative organizations are thoroughly analyzed.

iii) **Training:-**

O & M office imparts training to the personnel for the O & M work. By training personnel in O & M techniques it produces experts in (O & M) units. It also helps in promoting interest in O & M programmes and tones up the administrative organization.

iv) **Information:-**

Another important function of O & M is to collect correct informations and to disseminate them with regard the works and activities of O & M office. After the

collection of informations, it builds up a library and makes available all informations to the public.

v) Publication:-

The O & M office undertakes publication of O & M journals, hand-books, bulletins, guides, research material and other literature relating to the theory and practice of O & M work.

vi) Coordination:-

In order to prevent over lapping to avoid conflict or and to remove contradictions O & M office plays role of a coordinator. It assists like officials in planning and implementing their O & M efforts.

7) Organization analysis:-

O & M experts are concerned with over all organizational problems. Since programme are constantly changing and no structure can be permanent. Therefore the analysts seek to simplify structure to confine the respective part to single function, to clarify authority, to achieve directness and avoid ambiguity to eliminate bottle necks and to relate each part effectively to others.[21]

8) Work simplification:-

The O & M expert are also interested in work-simplification. Special attention is directed to paper operations. Short-cuts in operations are introduced and administrative sequences are shortened. Work-simplification also deals with forms. Government-business necessarily require the use of many forms. Forms play the vital role in burdening or lessening the department Thus the forms may be very simple so that the department may not be over burdened.

9) Machine operations:-

Government business is often run on a huge scale and machines are applied to routine and repetitive operations. O & M experts advise on their use. Office-work of a large-scale has become mechanized and it is the part of the specialists to find new ways to expedite work and reduce cost of machine operations.[22]

Simply O & M is concerned with getting the best organization and best methods by which the work of government can be done with less time, money and motion. The utility of O & M is dependent on certain factors such as adequate discussion with staff representative, management support and independence of the O & M department from sections of the organization reviewed.

Advantages:-

1) Improvement of Administration:-

O & M provides machinery to improve administration as it critically reviews the organization, its various branches, methods and procedure of work to be followed by the organization. In the present time, administration is changing very rapidly, thus, there is need to change the old methods and procedures of work. The O & M experts do this job very easily through critical review, by following the scientific techniques of investigation and measurements. Such a review is of dire need even in the best organized offices.

2) Adoptability in structure of Government offices:-

Since O & M makes provision for a machinery to review the organization and methods of the government machinery, yet it keeps the structure of government offices and procedure adopted by up to date. Government department can hardly remain static long time it has to adjust itself according to the changing time for the sake of its survival and is responsible for the development of organization and methods of the work. Thus it needs complete over haul. O & M can help in overcoming it, as it can make available trained personnel for analysis. The ready-made experts are available to the line department to eliminate the pitfalls and to over-haul its structure. With the elimination of pitfalls and adaptability of governmental machinery to the changing circumstances, its functioning becomes smooth and efficiency is affected.

3) Reservoir of Experience and Techniques:-

As the O & M units function as centers of management research, experience is accumulated. The experience proves conductive to office and institutions with regard to problems pertaining to organization and methods. Moreover it proves useful for devising plans for new organization and undertaking, fresh activities and techniques to meet the challenges of administration and relationship with greater confidence and better resources.

Disadvantages:-

Though O & M is of immense use, yet it is not free from the disadvantages which are as under:-

1) O & M becomes a fault finder:-

The system usually degenerates into a sort of internal policing. O & M experts behave as critics and fault-finders instead of acting as advisors. The O & M experts are not the inspectors but they are essentially servicemen, put at disposal of line officers to help them to grease machinery. In the O & M system experts become merely inspectors and fault--finders and do not advise the administration for its improvement. However there is need to win over the confidence of the heads of departments and to acquire the cooperation of all officers and employees within the organization. If they fail to meet the

object of the organization then they would force the organization to develop a resistance complex which will never allow the O & M expert to function effectively.

The O & M official out-step their rule of advisors and usurp the authority of administrators and supervisors. Instead of winning confidence of head of the department, they pose themselve their rivals. They try to impose their idea upon operational head without convincing them regarding their justifiability.

The O & M officials do not avoid aura of technicality. The more technical their work becomes the farther they drift from the operational heads. The farther they go away from the management and supervision, the less useful they remain in actual practice.

Conclusion:-

If O & M experts avoid these pitfalls it can prove an asset for administration. It brings in tune the administrative machinery to its changing needs and requirements and is instrumental in maintaining and improving administrative machinery.

O & M IN PAKISTAN:

The O & M division came into existence as an independent division of government within the Cabinet Secretariat of the Government of Pakistan, in 1978. The concept of O & M was not new for Pakistan but an O & M unit had been set up in the Establishment Division as early as 1952. The Government of Pakistan sent a few officials for training in O & M in the British Treasury in management analysis, office procedure and work simplification.

In 1957 a few more officers from the provincial governments were sent to United States for advanced training in O & M. National Institute of Public Administration Karachi and Lahore also introduced short courses of training in O & M.

Before 1978, the O & M officials were concerned mainly with staff reviews. The creation of the new division reflected a recognition of the world-wide trend towards the introduction of principles of management in public administration. The division was charged with the duty of bringing into existence a management consultancy organization in the public sector.[23]

In 1988, the O & M Division was renamed as Management Service Division". With a view to improve efficiency and effectiveness, the Management Services Division plays an important role in providing management consultancy service to the public sector in Pakistan.

Initially, its focal point was to study procedures and staffing levels in the Federal Government organizations. Gradually as the emphasis of public administration shifted from analysis of input of public organization to their outcomes in terms of purposes and programmes this division also started rendering consultancy services in Management Strategies, Operational Research and System Management. The Management Service

Division provides a broad spectrum of management consultancy services to the public sector organizations for solving their administrative problems. The Division also offers training programmes for the officers of public sector organizations to enhance their management consultancy skills.[24]

Institutional Framework:- As part of the Cabinet Secretariat the O & M Division came directly under the charge of the President in 1978 and now constitutes one of the divisions being looked after by the Prime Minister. Soon after the creation of the Management Service Division, the Government of Pakistan Constituted a Standing Organization Committee (SOC). Pakistan Public Administration Research Center was also transferred from Establishment Division to Management Service Division in 1979.

Staff:- In order to discharge effectively the new responsibilities entrusted to the Management Services Division, it was felt necessary to engage qualified staff in adequate numbers and to train them to a professional level. The staff were recruited with requisite back-ground and qualifications for which UNDP was requested to provide facilities and financial assistance for training officers abroad through short and long term courses.

By the end of June 1989 Management Services Division had a reservoir of about 72 professionally trained personnel equipped with latest techniques in management analysis.[25] Out of them were 10 Director-Generals, 13 Directors, 36 Deputy Directors and 7 other.

Training:- The initial efforts towards training of staff led to the realization that a more comprehensive and concentrated course would be required to train management consultants to a professional standard. Help was once again sought from the UNDP with whom a second Technical Assistance Project was negotiated in 1982. Under this project a comprehensive training strategy was evolved to upgrade the expertise of officers inducted to the Management Service Division. The senior and middle level officers, who had put in a few years of practical consultancy work could thus upgrade their skills through study tours and short-courses abroad, whereas two Consultancy Development Programmes of nine months duration each, were organized in Pakistan with the help of foreign faculty members engaged with the assistance of UNDP.

Arrangements were made to develop and run courses in Management System and Methods as well as Operational Research and Quantitative Techniques, in Pakistan. The courses have now been introduced in the Pakistan Administrative Staff Collage Lahore, National Institute of Public Administration Lahore and the Training wing of the Management Service Division at Islamabad.

A special feature of these courses was to cater the requirements of the comparatively junior officers of Management Service Division. The courses run in Pakistan followed the syllabus of the Institute of Management Services London and entitled the participants to the post-graduate diploma of the institute.[26]

Functions:-

The following functions are performed by the Management Service Division.

i) To act as Management Consultants to Federal Government and to undertake case studies to solve specific management problems utilizing techniques like PERT, CPM, system analysis, Operations Research and O & M.

ii) To review the organization functions and procedures of the Divisions, attached departments, all other federal government offices and departments, autonomous organizations and taken over industries with the objective of improving their efficiency.

iii) Periodical review of staff strength in the Divisions, attached departments and all other Federal Government offices.

iv) Initiation of proposals for simplification of systems, forms procedure and methods for efficient and economic execution of government business, minimizing public inconvenience and evolution of built-in safeguards against corruption.

v) Training of government functionaries in techniques like O & M, CPM, PERT, system analysis and operations research both within the country and abroad.

vi) Promotion of knowledge and use of O & M concept PERT and CPM techniques, system analysis and operations research within all government offices and organizations.

vii) Idea Award Scheme.

viii) Establishment and maintenance of Pakistan Public Administration Research Center.

9) a) Re-organization of a Division or an attached department or a change in the status of an attached department

b) Organization on a permanent basis of a working unit in a division other than a section.[29]

Activities:-

The activities of the Management Services Division since 1978 encompass a fairly wide range of subjects connected with various aspects of management improvement. Since its inception up-till June 1989, over 384 assignments have been carried out, 151 training courses have been conducted by the Division, 127 cases were performed by Pakistan Public Administration Research Center (PPARC), an organ of the

Management Service Division, thus total 662 studies assignments were completed by the Management Service Division during 1979-89.[27]

The Management Services Division is now equipped to offer consultancy in Management and Organizational analysis methods and system studies, Marketing, Inventory Management Data Processing, Management Information System, Financial Analysis, Operation Research, Production Management Work Study, Procurement and Supply Management, Maintenance Management, Personnel Management and Management Development. During the period of 1979-89, 153 studies were carried in the area of Management Review, 29 in Office Modernization, 51 in Re-organization and Creation of organization, 25 in Simplification of Procedures, 20 in System Study, 33 in Staff Review and 13 studies were completed in the area of Personnel Management. Another 60 studies were completed in different fields related to management.[28]

Pakistan Public Administration Research Centre:

Pakistan Public Administration Research Center is an organ of the Management Services Division; which was initially established as an unit of the Establishment Division in July 1965. In July 1979 the administrative control of the Public Administration Research Center was transferred to the Management Services Division. The Center performs the following functions:-

(a) Conducting censuses of all Federal Government employees and keeping it upto date, preparing proposals for welfare of the employees on the basis of these censuses.

(b) Simplifying the procedures of the Ministries/Divisions and Federal agencies.

(c) Reviewing, compiling and printing the establishment and administrative manuals.

(d) Designing and controlling civil standard forms.

(e) Evaluating and processing ideas received from government functionaries as well as members of the public for improving the working efficiency of the Federal Government.[29]

The Center also acts as the Secretariat of the Committee on Simplification of Procedures (CSP), the Idea Award Committee (IAC) and the Committee for the Departmentalization of Accounts (CDA).

In order to improve the working of federal agencies and simplify their procedures, the Pakistan Public Administration Research Center (PPARC) elicits public opinion through the press and representative bodies such as the Chambers of Commerce and Industry, the Bar Associations and those concerned with specific sectors. The Federal Secretaries and the Chief-Secretaries of the provinces are also requested to identify suitable subjects within their jurisdiction.

Following are the selected studies taken by the Management Services Division upto 1989:-[30]

1. O & M Review of Karachi Electric Supply Corporation:-

The main issues studied were related to generation, transmission and distribution, shortage of electricity, preventive maintenance, excessive overtime payment, theft of energy, recovery of arrears, inadequacies in meter- reading and billing fault and complaints, purchases and inadequate inventory system. The recommendations aimed at improving the efficiency, increasing the revenue and decreasing the operational cost with combined financial impact in the order of Rs. 432 million per annum.

2. O & M Study of Workshop Operation in Pakistan Railway:-

The study focused on increasing the availability of locomotive power and other rolling stock, proper maintenance, planning of machinery at workshop and sheds and proper production planning in the workshop. The recommendations contained in the report dealt with reduction of ineffectiveness of locos and coaches by 9% and reduction of fuel and maintenance cost with a total financial impact in the order of Rs. 330 million per annum.

3. Management Review of Pakistan Post-office Department:-

The study aimed at reduction in mis-sorting, improving discipline and management information system, reducing operational cost and increasing revenues with a combined financial impact in the order of Rs. 26 million per annum.

4. O&M Review of Directorate-General Procurement Land Defence Procurement Organizations:-

The study was undertaken on the request of Defence Production Board to examine the cost effectiveness of the organizations. The recommendations were made to reduce delays in procurement, tendering, inspection and payment procedures. Potential savings as a result of implementation of recommendations were estimated at Rs. 350 million per annum.

5. O&M Review of Sheikh Zayed Hospital Lahore:-

The President of Pakistan was pleased to order O&M Division to assess the staff requirements of Sheikh Zayed Hospital Lahore. The purpose of the study was to project the work load for 500 Beds Hospital with 100% occupancy and to suggest adequate staffing for the smooth functioning of the Hospital.

The O & M experts developed the staffing pattern and over-all function-wise/location-wise deployment of staff in different departments of the Hospital. In view of workload, layout, equipment, number of shifts, leave-reserve and bed-occupancy rate,

the staff requirement was worked out. In all 1065 posts in various categories were recommended as against demanded staff strength of 1274.

6. Management Review of Ghee Corporation of Pakistan:-

The purpose of the study was to analyze the existing marketing system with view to increase sales of the corporation. The study of transportation of raw material was also conducted to identify the bottlenecks and suggest remedies thereof.

The corporation was spending over Rs. 2.0 million each year for supplying Tullo to Utility Stores Corporation and CSO in the country. It was proposed that the compulsion to supply specific brand of ghee/cooking oil to USC and CSD may not be imposed. The recommendation has been implemented resulting in a saving of Rs. 2.9 million per annum.

7. O & M Review of Consular Wing Embassy of Pakistan, New Delhi:-

The study was undertaken on the directive of the President of Pakistan. The study focused on streamlining the working of consular wing, revision of visa application forms and computerizing of visa system. It was, estimated that the net saving of over one million rupees would occur, if the computer system as proposed by Management Services Division, is introduced

8. Re-organization of Administration of War Risk Insurance Scheme:-

The Pakistan Insurance Corporation requested that the number of enquiry offices may be raised from 2 to 9 and a controlling cell may also be established. The financial implication of the proposal was Rs. 1.127 million per annum. The cases was examined by Management Services Division, which recommended that existing procedures could be improved to achieve the objective instead of spending Rs. 1.127 million per year.

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Chapter 14
FINANCIAL ADMINISTRATION

- *Importance*
- *Meaning*
- *Organization*
- *Budgeting*
  - *Background*
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Financial Administration

Importance:-

All administrative systems have much in common, irrespective of size, historical evolution or cultural foundations. Among their universal aspects are machinery and procedure for collecting revenue, making appropriations, keeping accounts and auditing the records. Finance and Administration can not be divorced. Every administrative act has its financial implications, as inseparable as a man and his shadow. Nothing can be done without expenditure of money at the very minimum for the compensation of the officials or employees, who act. Finance is therefore first and inescapable responsibilities of government executives.[1]

Finance constitute a vital part of any governmental activity. A government in modern welfare state can not achieve any of its goals without adequate financial resources. In the absence of adequate funds no government can function efficiently. Thus a sound financial administration play an important role in a progressive economy. The present century has witnessed the development of public administration as a specialized field of scientific inquiry understandably, financial administration occupies a central place in this field.

Finance and administration are integral part of each other. As ***L.D. White*** has pointed above and ***Fritz Morstein Marx*** endorses his views as he says; "Finance is as universally involved in administration as oxygen is in the atmosphere".[2] Thus every activity involves money. In-fact, finance acts as the fuel for the engine of public administration.

In the present age, the administration is performing many services to the citizens; but the financial resources at disposal of the government are almost limited. ***Flex A Nigro:-*** says, "Financial administration is of special importance today for the simple reason that, while there seem to be no limit to what we may ask of government there is always a limit to the funds available. There is rarely enough money available to carry out all the functions, which ideally ought to be performed."[3] Hence it is necessary to make wisest use of scarce resources in the public interest. This requires the development of sound principles and techniques of financial administration.

Meaning:-

The term financial administration' refers to all aspect of financial management of the state. It involves a large area of activity ranging from the raising of revenues to the

planning and incurring of expenditure. Its main concern is that how public revenue is collected and how it is spent?

Financial administration has three objective namely fiscal policy, accountability and management. Fiscal policy involves the tax theory, debt theory of the social implications of taxes etc. Accountability is the control of the funds to act honestly. It refers to devise an integrated administrative machinery which in collaboration with general planning machinery, may prepare a work plan to accomplish the targets with minimum money and energy within the specified time limits. The Fiscal management is a dynamic process; which includes those operation design to make funds available to officials and to ensure their lawful and efficient use. These operation are: (1) The executive establishments which need funds; (2) The legislative bodies which grant funds. (3) The executive offices that control the expenditure of funds and (4) The auditing offices which determine the legality and propriety of the use of funds.[4]

Thus financial administration involves a continuous chain of operations i.e. preparation of budget; enactment of budget; execution of budget; treasury management of the revenue and expenditure, maintenance of proper accounts and their audit; and legislative control of the financial transactions of the government departments.

Organization of Financial Administration:-

The financial operation are carried out by the Chief Executive, Legislature, Ministry of Finance, Auditor-General and Parliamentary Committees. A brief description of each is as follows :-

1. The Chief Executive:-

The Chief Executive formulates financial policy of the government, for the year. He is assisted by the Central Office or Treasury. The financial policies and programmes are included in the budget by him for placing it before the legislature. In other words, the Chief Executive demands money for the policies and the legislature grants it.

2. The Legislature:-

In democracies the legislature is fund raising and fund granting authority. Without the approval of the legislature, the government can not impose and collect taxes and incur expenditure on its policies and programmes. The executive makes demands and the legislature approves those demands. This power is usually vested in the lower house. Therefore the government, before putting its budget plan into operation, has to get the budget approved by the legislature.

3. Ministry of Finance:-

The Ministry of Finance is responsible for the administration of the government finances. It prepares the annual budget in consultation with all the administrative departments. After the approval of budget, the Ministry of Finance collects the revenues

and disburses the expenditures. It also exercises control over the entire expenditure made by the various administrative departments of the government. The purpose of such control is to secure economy in the spending of public money by the operating agencies.

4. Auditor-General:-

He is the head of Audit department, which audits the government accounts of expenditure and ascertains the legality and propriety of the expenditure. He brings to the notice of legislature, cases relating to misuse of money, if there are any. Thus he is an important official of external control over public expenditure.

5. Parliamentary Committees:-

The estimates committee, and the public accounts committee exercise the financial control on behalf of the legislature . The Estimates Committee analysizes the estimates of the spending departments and suggests economies. The Public Accounts Committee examines how the finances have been utilized and makes suggestions to prevent the financial irregularities, if there are any.

BUDGETING

Background:-

The modern budgeting system has essentially developed in the West with the growth of democratic government. In the days of Greek city states, the system existed for verifying public receipts and ensuring accountability for public expenditures. In Great Britain, the procedure that levies can be imposed only by the Common Council of the Realm, established as early as in the 13th century, and got incorporated in the 12th articles of Magna Carta in 1215. This was followed by parliamentary control over expenditure. Full-fledged budgeting started in Britain in 1822.[5]

The term budget is derived from the French word, Bougette, which means a leather bag or wallet. The word came in England by the year 1833, When the Chancellor of Exchequer, ***Robert Walpole*** used to have a leather wallet to carry his papers etc; to the House of Common. So when he set off to place his financial plan before the house, he used to open his budget that is the bag. Since then, the term began to be used for a financial proposals in the leather bag, rather than the bag itself.[6]

The budgetary procedure as developed in Great Britain required the budget to be prepared by the executive. As early as 1706, no proposal could be placed before the Parliament except those proposed by the Crown. The budget now is completely executive document and after it is approved by the Parliament. It is given effect to by the executive on the lines approved by Parliament. Control over the execution of the budget is exercised by Parliament through a Public Accounts Committee, first established in 1862.

The development of the budgetary system in other European countries is also limited with the growth of democratic institutions. Austria had some kind of budget as early as in 1766. Legislative control of the budget in France became complete in 1831.[7]

The modern budgeting system was introduced in Federal Government of U.S.A. primarily as a result of President Taft's message on June 17, 1912 to Congress on Economy and Efficiency in government Service and transmission to the Congress report of the Commission, on the need for a national Budget on June 27, 1912.[8]

Definition:-

Budgeting today is a complex phenomenon. Text books on budget tend to describe it as an instrument of financial control and management or as a tool of fiscal policy. The budget is also an expression of realizable national aspirations set out in order of their priority without the framework of national capability to generate supporting funds indigenously or from abroad. In other sense it is a forecast of what a nation wants to and can perceivably do through its government. The forecasting based on the proposals of the executive, as approved by the legislature may be conservative or ambitious, hasty or prudent, wasteful or frugal. It is thus a financial work plan deeply influencing the welfare or otherwise of a nation. If wise and prudent policies get enshrined in successive budgets over a period of time, a nation may will achieve a discernible level of economic well-being. On the other hand, if annual budgets lead a national into undesirable directions, economic stagnation, even decline, may result.[9]

Thus the term budget, in modern times denotes that document which contains estimates of revenue and expenditure of a country for a fixed period of one year. Some definitions of the term are the following:-

In the words of ***Dimock***, "A budget is a financial plan summarizing the financial experience of the past stating a current plan and projecting it over a specified period of time in future."

According to ***Harlod R. Bruce***, "A budget is a financial statement prepared in advance of the opening of fiscal year of the estimated revenues and proposed expenditures of the given organization for the ensuing fiscal year."

In the view of ***Munro***, "Budget is a plan of financing for the incoming fiscal year. This involves an itemized estimates of all revenues on the one hand and all expenditures on the other."

In the opinion of ***Rene Stown***: "Budget is a document containing a preliminary approved plan of public revenue and expenditure."

F.W. Taylor says, "Budget is a financial plan of government for a definite period."

Paul Leroy Beaulieu defines budget as, "a statement foresting revenues and expenditures during a certain determined period of time. It is also an authorization of an order by competent authorities to make the expenditure and collect the revenues."

According to ***Prof. Willoughby***, "the term budget signifies those financial papers, in which the executive branch of the government lays before the legislature the account of its accomplishments of the past year and its performance for the coming year."

From the above definitions we conclude the following elements of budget:-

i) It is for a fixed period of one year.

ii) It is approved by an elected authority.

iii) It sets forth the procedure of collecting revenue and disbursing expenditure.

iv) It is a report of the past and present fiscal year and proposals of future

Types of Budgets:-

The budgets are classified on the following basis:-

i) The period covered.
ii) The number of budgets.
iii) The financial position of budget.
iv) The actual income and expenditure.
v) The jurisdiction of the budget.

On the basis of these principles, the budgets can be classified and the brief description of various types of budgets are given below:-

(i) Annual or long term Budgets:-

Generally, the government budgets are annual; which are prepared for one year. Fiscal year vary from country to country. In some countries the financial year begins from Ist April to 31st March, in some other countries, it begins from Ist July to 30th June, in other countries it begins from Ist January to 31st December. Some countries have adopted the policy of planned economy and have resorted to long term budgeting i.e. preparing budget for three or more years. Such budgets are in fact long term planning rather than long-term budgeting. These countries spread the estimated plan expenditure over a number of years. Legislature approves the plan along with its estimated expenditure, but that does not amount to actual voting of appropriations for the entire period. The legislature approves the estimates year to year basis.

(ii) Single or plural Budgets:-

When the estimates of all the government undertakings find place in one budget, it is known as single budget. If these are separate department-wise budgets, which are passed separately by the legislature it is called plural budgeting.

(iii) Surplus, deficit or balanced budgets:-

A budget is surplus if the estimated revenues are in excess of the estimated expenditures. If the anticipated revenues fall short of the anticipated expenditures it is deficit budget. A balanced budget is one, where in the anticipated revenues equal the anticipated expenditures.

(iv) Cash or Revenue Budget:-

A cash budget is one where in the estimates of the various items of income and expenditure include the amounts actually to be received or spent in one year. In revenue budget the revenues and expenditures are estimated in one fiscal year irrespective of the fact whether the revenue are realized or the expenditures are incurred in that financial year. In Britain and U.S.A. there is cash budgeting, while in France and other continental countries, there is revenue budgeting.

(v) Departmental or Performance budget:-

In the departmental budget the revenue and expenditure of one department are grouped under it. It does not give any information as to the activity or performance for which money is budgeted. The performance budget is one where the total expenditure of a particular project is grouped under the head of the particular programme. It is prepared in terms of functions, programmes, activities and projects. In the case of education, it is divided in to primary, secondary and higher education. Each programme will be divided into activities and each activity will be divided into project, which is the last unit of functional classification.

PRINCIPLES OF BUDGETINGS:

Following are the most important principles of sound budgeting:-

1. Budget should be balanced one:

A good budget should be balanced one; which means that the estimated expenditure should not exceed the anticipated revenue. When the amount of expenditure and revenue are equal, it is called a balanced budget. If the expenditure is more than revenue, than the budget is deficit. The unlimited deficit budget ultimately leads to inflation; which disturbs the stability of national economy. However an occasional deficit budget is not bad, because it cures the ills from which the modern capitalist economy suffers. Deficit budget has now also become a common phenomenon of the developing countries. However the principle of balanced budget is best one which should be followed by all the nations.

2. The Estimates should be on a Cash Basis:-

It means that the budget estimates of revenue and expenditure should be prepared on the basis of actual cash receipts and cash payments expected during the coming

financial year. It should not be prepared on the basis of receipts or payments, which should be realized or incurred in some other financial year. The observance of this principle make budget easily understandable and its calculations become very easy.

3. Budgeting should be done on the basis of gross and not net income:-

Budget should present a clear-cut picture of the gross and not the net income of the country. It means that estimates of gross expenditure and gross income should be shown separately. Budget should not be prepared for net expenditure after deducting the receipts from charges. Preparation of budget on the basis of net estimates will make parliament's control over government expenditure meaningless.

4. Estimating should be exact:-

Estimates of budget should be as far as possible exact. There should be neither over-estimating nor under-estimating. If the estimates are accurate more than what is absolutely necessary for public services will not be taken from the taxpayer. Further no department would not be taken from the taxpayer. Further no department would get more funds than what is required to carry on its activities. Close and exact estimating can be achieved by taking past three average figures of the receipts and expenditure under various heads as the starting basis and making appropriate variation due to special circumstance which can be foreseen. Estimates should be itemized that is detailed estimates should be divided into major heads, minor-heads and sub-heads and detailed heads of revenue and expenditure.

5. Budget should be on Annual Basis:-

The rule of annually is an important principle of budgeting. It means that the budget should be prepared on annual basis. A year is a reasonable time for which a legislature gives financial authority to the executive. It is also a reasonable period needed by the executive to execute the budget effectively. In most of the countries, budget is usually prepared on annual basis, but in those countries, where the policy of planned development is adopted, the long, term budgeting is also made.

6. Rule of Lapse:-

The rule of lapse is observed in the preparation of budget everywhere. It means that all appropriations expire at the close of each fiscal year. No position of voted amount unspent during the year should be reserved, but it lapses at the end of the year. It enables to make up and balance account of each year. If the rule of lapse is not applicable on the department then they become independent of the legislature. If it is applicable then the departments spend the expenditure lavishly and without utility at the end the financial year.

7. The budget should be controlled by Treasury:-

The legislature authorize the government to spend money, but it does not direct them how to spend it. That is the job of the government itself. The best system of direction and control is done by the Treasury. The treasury should exercise day to day supervision ovef the flow of finance to the operating agencies. Yet it also controls the day to day expenditures of the sanctioned finance.

8. Estimates should be made on a departmental basis:

The estimates should be made on departmental basis. The observance of this principle enables us to have a clear idea of the programme of each of the departments. It also guarantees the financial solvency of the department. It also gives us a clear picture of the individual departmental activities.

9. Budget should be single:-

The government should have single budget incorporating all revenues as well as expenditures. A single budget presents to the people a clear cut picture of financial transaction of the government as a whole. If there are a number of budgets of all departments it will be impossible to know the clear picture of the government transaction, and to prepare extraordinary budgets for special purposes. Unity of budget is maintained most of countries of the world.

According to Disco the important principles of budget are publicity, clarity, comprehensiveness, unity, periodicity, accuracy and integrity.

By ***publicity*** means that the budget should be made public and there should be no secret sessions to consider the budget.

By the ***clarity*** is meant that the budget should be clearly understandable.

Comprehensiveness means that it should give a complete picture of government revenues and expenditures. One should be able to know the entire financial position of the government.

By ***unity*** is meant that all government receipts should be consolidated into one general fund for financing all expenditures.

Periodicity means that the appropriations should be for a fixed period and if money is not utilized within that period, it should either be lapsed or should be re-appropriated.

By ***Accuracy*** is meant that the budget estimates should be based on accurate data.

The principle of ***integrity*** means that the budget should be implemented as enacted. There should be no departure from it.[10]

NEW CONCEPTS OF BUDGETING:

There are many important concepts of budgeting and various refinements that have gone into budget making in countries like United States Our discussion here deals with a brief explanation of performance budgeting, planning- programming-budgeting (PPB) and-Zero-based budgeting (ZBB).

1. Performance-Budgeting:

It is the innovation of 20th century. It has its origin in U.S.A. The failure of traditional budgeting is responsible for the birth performance budgeting. The first Hoover Commission's Report recommended the adoption of performance-budgeting in United States. The President Trueman presented the first performance-budget to the Congress in 1950.

Performance Budgeting has made advance in budget making. Simply it shifts the emphasis from the means of accomplishment to accomplishment itself.[11] In the words of Administration Reform Commission "a performance budget is a technique for presenting government operations in terms of function, programmes, activities and projects. It is an improvement over the traditional budgets. It includes not only the itemized objects of expenditure, but also some additional informations, as to what all this expenditure is to provide in the way of public services. It shows the work or service. Thus it has shifted the emphasis from the means of accomplishment to accomplishment itself.[12]

Another concept known as programme budgeting is considered into changeably with performance budgeting, although there is clear distinction between the two. The two concepts can be distinguished inter alia according to their time dimension. Whereas budgetary programme government policies, performance must be based on past accomplishment.

Thus the performance budget is prepared in functional categories vis, education, health or agricultural development. Each functional category is then divided into programmes for instance education may be divided into higher, secondary and primary education. Each programme is further divided into activities which in turn are divided into projects. To be more precise training of school teachers is an activity where as construction of a school building is a project.

The performance budget concept has many advantages; which are:-

First it makes clear the purposes and objective so an agency for which funds are fought.

Second, it shows clearly, who is responsible for what work or activity is done.

Third, it makes the review of the budget by the legislature easier.

Forth, it helps improving decision making and management of programme.

Fifth, it leads to over all efficient financial management and programmes and projects.

Sixth, it provides clear-cut picture of spending and revenue alternative

Seventh, it clearly shows as to what was done in the previous year and at what cost?

2. Planning-Programming-Budgeting.System (PPBS):-

Planning-Programming-Budgeting System (PPBS) is another land-mark in the history of budgetary innovation. It was also originated in United States. It originally developed by the Rand Corporation of Santa Monica, California for the use of the U.S. Air Force.[13] It was first adopted by the U.S.A. Defence Department when Robert Mc Namara became secretary of Defence in 1961. It was extended to almost all the civilian departments and agencies by an executive order issued by President Lyndon Johnson, in 1965. The system was abandoned in 1971. Thus it is a short-lived experiment in United States.

PPBS is total pattern of ideas in which components of planning, programming and budgeting are fitted. Planning is determination of basic goals and selection of programme best calculated to achieve these goals. Programming entails the scheduling and execution of specific projects required to implement these programmes. Budgeting is process of converting the goals, programmes and projects into money estimates for review by executive and action by legislature.

The planning-programming-budgeting system consists on the following elements:-

i. The P.P.B.S. begins with definite goals or objective of the organization and the selection of programmes needed to achieve these goal. This is done by the top elected or civil decision-makers or administrators.

ii. The development of a programme structure is an important element of this system. The programme structure establishment by each agency, consists of five to ten programme categories which are determined on the basis of objective. Each category brings together activities with common objective regarding of agency location. The attainment of major government objective is identified as a programme category.

iii. Another element of the system is the existence of multi-year programme and financial plan. Each agency is required to prepare such a plan usually covering a period of five year. The programme and financial plan of an agency project its future programme outputs and financial requirements.

iv. The system is based on the use of cost-benefit analysis. The major goal in cost-benefit study is to determine the projected costs and benefits of

different alternatives to the achievement of an objective. Thus cost-benefit analysis is useful to compare alternative ways to achieve policy goals. The selection of projects is made on the basis of this technique.

v. Lastly, the system implies the existence of budgeting process, which translate the goals, programmes and projects into money estimates for review within the administrative branch and final legislative action.

Simply Planning Programming and Budgeting constitute the process by which objective and resources and interrelations among them are taken into account to achieve a coherent and comprehensive programme of action for the government as a whole. Programme budgeting involves use of budgetary techniques that facilitate explicit consideration of the pursuit of policy objective in the terms of their economic costs both at the present-time and in the future.[14]

3. Zero-Based Budgeting (ZBB):

The decade of the seventies saw the decline of Planning-Programming Budgeting System (PPBS) and ascending of Zero-Based Budgeting (ZBB) in United States. It owes its origin first in private industry and then in government sector. The founder of the system was Peter A Phyrr, manager staff control, Taxes Instrument Inc Dallas. He ordered his department to formulate their budget anew each year. He claimed that the company has had a considerable measure of "success," with help of new techniques of budgeting.

Jimmy Carter then governor of Georgia was deeply impressed with the new concept of budgeting. He thoroughly studied the system and invited Peter A Phyrr to extended the concept to the federal government.15 In 1977 he ordered that all federal agencies use Zero Based Budgeting (ZBB) in preparing their fiscal 1979 budgeting estimates, Since then the new approach continued to dominate the budgeting process in United States. On assuming the presidency, Ronald Regean abolished it in the U.S. Federal Government as its implementation was not an easy job, however it appeared relatively simple.

The Zero-Based-Budgeting (ZBB) literally means the drawing up a budget with no reference to the past at all and building on fresh assessment of "purposes methods and resources" Being management oriented" it can and does have many variants, depending on individual needs and constraints of different organizations.

Under the system the budget makers start from "ground zero "with each years budget and funds are allocated on the basis of cost benefit analysis or some similar kind of evaluative technique- Thus Zero-Based-Budgeting requires every agencies to "make a case for its entire appropriation request each year, just as if its programmes were entirely new." The Zero-Based-Budgeting demands" "the total re-justification of every thing from

zero". The zero means the minimum level of funding for an activity below which one might as well discontinue it altogether.

Essentials of ZBB:-

There are three essentials i.e. decision-units, decision-package and ranking of all decision-packages. The brief descriptions of these are as under:-

1. ***The decision-unit*** is a programme or organizational entity which requires its own budget. Sometime a sub-programme or any distinct part of an agency may be regarded as a decision unit and it warrants the preparation of its own budget. Usually a manager makes significant decisions as regard the decision-unit's of spending and quality of work to be performed.

2. ***The decision-packages*** stands for any particular level of effort by any designated decision-unit. It contains information relating to separation of several possible gradations of activity and the resources requirements and projected out-puts of each such gradation of activity. Under the system each decision unit prepares at least three decision-packages: (i) minimum level, (ii) the current level, and (iii) a higher-than-current level. The minimum level is the lowest possible practical level of funding for a decision unit. Below this level, it is not possible to continue operations of units. The current level is the level of funding needed to carry on current service or output levels without major policy changes. The higher-than-current level permits a level of performance ..... that promises sufficient benefits to warrant the review and approval of higher authorities. Each of an unit decision package shows not only the funds needed for it but also what activity can be carried out at funding level and what results are anticipated.

3. ***Ranking of decision*** packages in order of importance is done by the top management. Every expenditure proposal is the part of a "decision package" and its ranking is possible on the basis of relative importance to the other proposal in the package. If its ranking is such as to signify that the expenditure can not be justified, it will get a zero-budget. If a particular sanctioned activity could not produce expected result commensurate with the expenditure incurred and if its sponsors could not justify the additional expenditure proposed, the budget for that activity will be zero in the forth coming year.

Merits:-

The Zero-Based-Budgeting has following merits:-

i. It involves programme managers down the line in indemnification of the objectives of their programme.

ii. It keeps bad debts down and those who are not paying back may be blacklisted and risks is taken.[16]

iii. It provides useful information for high level officials not only for budgeting process but for decision making process. These information are also helpful for the managers in managing their programmes and in evaluating their effectiveness.

iv. It sets out to show not just what government is spending its money on, but what for it is spending its money?

v. It seeks to provide a clear and close interrelationship between the money spent and the service provided.

vi. It provides for better budgeting. It represents an attempt to bring more analytical approaches and some measures of rationality into the budgeting process.

Demerits:-

The Zero-Based-Budgeting is not free from certain deficiencies and drawbacks:-

1. The critics point out that it can not be demonstrated that Zero-Based-Budgeting produces dollar saving or significant reallocation of resources.
2. The system produces enormous amount of paper work and takes up much of official's time. Thus it poses one of the most serious obstacles to the implementation of Z.B.B. system in a large-scale organization.

BUDGET: A TOOL OF ADMINISTRATION

Budget is a principal tool of financial administration and most effective instrument of legislative control and of executive management. In a democratic system budgeting involve a number of policy questions in course of making fiscal decisions; which are made by the representatives of the people.

In past budget was considered as a statement of revenue and expenditure of the king. With the dawn of democracy, it acquired a new meaning as a tool of fiscal management. The full legislative control of the purse strings is feature of this century. This is why the conception of the budget as the central tool of financial direction and control by the legislature is comparatively new one.

The budget system is the basis of efficient fiscal management. As the Encyclopaedia of social sciences put it, "The real significance of the budget system lies in providing for the orderly administration of financial affairs of a government." Fiscal management involve a continuous chain of operation such as preparation of estimates of revenue and expenditures, enactment of budget, releasing of funds, auditing and reporting. All these operations are combined in a sound budget making. According to ***Prof. Willoughby,*** "Budget is the instrument through which the several operations are correlated, compared, and examined at one and same time."

Besides being the instrument of fiscal management, budget is also a plan of action. As has already been said that budget is in fact more than a mere estimate of revenues and expenditures. It is a report and estimate or proposal of the accomplishments of the last year and for the undertakings of the coming year. It is the document through which the chief executive as the authority responsible for the actual conduct of governmental affairs, presents to the scantioning authority a full report regarding the manner in which he and his subordinates have administered affairs during the last completed year. And it is also the statement of the present condition of the public treasury. On the basis of such information the executive sets forth his programme of work for the coming year, with proposals as to the financing of such and such works. The budget is thus, a plan of action. It reflects and manifests the programme of the chief executive for the ensuing financial year. It is much more than a mere statement of revenue and expenditure of government.

Further budgeting is the heart of administrative management. In this capacity it serves as the powerful tool of co-ordination and a negative device to eliminate duplication and wastage. These ends are served by devices such as justification of estimates, supervision of the use of appropriated funds and timing rate of expenditures and the like. Budgeting inculcates cost-consciousness, and this feeling should permeate all levels of administration including the operating level. Likewise, budgeting presents an opportunity for evaluating programmes and policies. In this way it identifies obsolete or unnecessary activities and gives a call for their discontinuance. It is a sort of pre-audit so far as it serves the purpose of administrative management. Budgeting thus, disciplines and streamlines administration and goes hand in hand with programme planning. For the realization of these objectives of the budget and budgeting being a complex affair, the task of making budget is performed by the Ministry of Finance attached to the chief executive.

For making budget an effective tool of administrative management, the budgetary process must embody certain principles. According to ***Harold D. Smith*** these principles are eight in number and their strict observance makes budget undoubtedly a sound tool of administration.

(i) ***Executive Programming.*** Budget being the programme of the chief executive goes hand in hand with programming and consequently must be under the direct supervision of the chief executive.

(ii) ***Executive Responsibility.*** Appropriation of funds is not a mandate to spend. The chief executive therefore, must see that the departmental programmes fulfil the intent of the legislature and due economy is observed in execution of the programme.

(iii) ***Reporting.*** Budgetary processes like preparation of estimates and legislative action, and the budget execution must be based on full financial and operating

reports coming from all levels of administration. "Budgeting without such reporting is blind and arbitrary."

(iv) ***Adequate tools.*** Budgetary responsibilities of the chief executive require him to be endowed with certain administrative tools. For instance, he must have an adequately equipped budget office attached to him. He must have an authority to earmark monthly or quarterly allotments of appropriations.

(v) ***Multiple Procedures.*** Though all governmental operation are reflected in the budget, the methods of budgeting may vary according to the nature and operations. Therefore, the budgeting of quasi-commercial activities may be different from that of purely administrative activities.

(vi) ***Executive discretion.*** Appropriation should be made for broadly defined functions of the department. The chief executive should be allowed thereby sufficient discretion to choose means of operation to realize the main purpose.

(vii) ***Flexibility in Timing.*** Budget should have provisions to accommodate necessary changes in time in the light of changing economic situation and circumstances.

(viii) ***Two-way Budget Organization.*** It is of paramount importance to remember that efficient budgeting depends upon the active co-operation of all departments and their sub-divisions. Apart from controlling- budget- office there must be a budgeting agency in each organization and sub-division doing the job for it as the Central Finance Ministry does for the government. Since budgeting and programming go side by side, budgeting is not only a central function but also process that should permeate the entire administrative structure. As a traffic between the central office and agency offices is responsible for it, budgeting and programming should move on a two way rather than a one way street.

A careful study of the above facts shows that strict adherence to the above quoted principles makes budget a sound tool of administration. But it may also be kept in view that while budget operates as an instrument of administrative management, it has also to its credit the adjustment of various social and economic problems. The budget is also an instrument of economic and social policies. For example , by imposing heavy taxation upon articles of consumption it can encourage investment and, thus promote the economic growth of the country. In like manner by taxing the rich it can mitigate economic inequality. In short , the signs of the welfare state are reflected in the budget with its heavy outlay on the social services and the like.

A budget is above all a political document because it provides a glimpse of the entire philosophy of the government. To sum up it may be said that the budget has manifold functions. According to an economist it is a device of influencing the country's economy. The politician employs it for defending or criticizing the government programme and the administrative structure. In conclusion, we can say that in spite of

many-sided significance of budget, it is beyond any thing else an instrument of administrative management. It is for this reason that it is often considered as the heart of management and tool of administratin.

Budgetary Control:

The machinery of budgetary control differs from country to country. But generally it consists of finance ministry and administrative heads of various departments. This machinery controls the founds by keeping the expenditure within the budgetary limits and preventing it from improper and extravagant or wasteful. The budgetary control includes the preventing of over-expenditure, illegal expenditure, misappropriation and embezzlement of funds. In order to make the budgetary control effective some techniques are applied; which are as under:-

1. Observance of financial code:-

There are certain financial codes and rules, which defines the procedures and powers of each agency or official. For the purpose of money allocation, after the budget is passed, the financial code provides for the appointment of controlling and disbursing officers in each ministries and departments. The administrative heads of ministry and departments are the controlling officers of their respective ministry or department. The Finance Ministry allocates appropriation grants to them and they in turn allocates grants to the disbursing officers working under them; who can withdraw money from the public accounts.

2. Sanction of finance department:-

The financial code provides that no public servant can spend a penny from the public funds unless he has satisfied himself that the sanction of the finance department for the expenditure has been received. All the ministries and departments are required to make themselves sure of the fact that the expenditure has been sanctioned by a general and special order of the authority competent to sanction such expenditure; and expenditure to be incurred is within the limit of the appropriation granted by the legislature for the current year. Therefore no expenditure can be incurred on public account unless, it is provided for in the budget and unless it is authorised by a competent authority.

3. Appropriations & Reappropriations:

It is another important method of controlling the public finance. Funds are appropriated by the Finance Ministry. The expending authority can not go beyond the limits sanctioned by the legislature while making expenditure. Apart from the appropriation, there is a practice to allow reappropriation from one minor head to author minor head; which can be done by only the controlling officer. The finance department as being chief controlling agency, can allow reappropriation, which is subject to the sanction by the legislature by the way of supplementary grants.

4. Internal control by controlling officers:-

The authority of budgetary control is in the hands of controlling officers. The controlling officer's power of control does not cease with the allocation of money grants. He exercises continuous control over expenditure. The disbursing officers are required to submit the monthly detailed accounts of their expenditure under each sub-head. The controlling officers consolidate these accounts of the whole department into one head; which enables them to get an accurate picture of the financial position of their department. They compare the expenditure of one office to another and exercise timely control over extravagance or carelessness. They send copies of these accounts to Auditor-General and the Finance Ministry. The department accounts are reconciled with those Auditor-General and thus discrepancies, if any, are immediately removed.

5. Direct Control of Finance Ministry:-

The direct control of Finance Ministry is another method of control of public finance. Beside the internal control, the Finance Ministry exerts direct control upon the expenditure of all the ministries or departments, except the Defense Ministry or Department. The Finance Ministry sends its representatives to all the ministries or departments, who exercise control over expenditure through scrutiny and examination of legality, accuracy and propriety of departmental expenditure, advise the departmental heads upon the financial implication of their schemes or plans and report back to the Finance Ministry about the fiscal administration of the relevant department.

6. Internal Audit:-

The Finance Ministry also controls the spending agencies by the means of internal audit. Internal audit is an effective methods of checking misappropriation, embezzlements and other irregularities. The Finance Ministry can achieve the objective of audit through the pre-audit and post-audit systems. The pre-audit is the examining and approving the proposed expenditure to ensure that they are prudent that they may be legally incurred corresponding with the budget allocations. The post-audit is the examining and verifying the complete transactions and their related accounts.

As a conclusion it can be said that an important consequence of the budgetary control is that the executive is not only able to control the public finance but also the public administration as a whole through the methods as referred above.

Audit — as Watch Dog

Audit is a development of recent century and is an indispenable part of budgetary control of public finance. It is an examination and verification of accounts and their transactions. It refers to approval to incurrance of expenditures and review of such expenditures. It is operated to discover any unauthorised, illegal and irregular expenditure and to report it to the legislature. It further investigates any unsound practice in fiscal administration.

The audit is an aspect of external control over administration and enforces accountability through independent examination of all financial transaction. It is of two kinds: pre-audit and the post-audit. It operates in pre-approval as well as post-approval period of budget.

The audit is a process of parliamentary control over public finance and keeps the executive constantly accountable to the legislature in fiscal matters. According to ***Montogomery***, "Auditing is a systematic examination of books and records of a business or other organization in order to scretain or verify and to report upon the facts regarding its fiscal operations and the result there of." It is a regular feature and is done annually. In view of its importance, there exists an office of Comptroller or Auditor-General in every country. The business of this office is to see the validity of expenditure and to report it to the legislature. Technically, the legislature controls the purse through this office. Therefore the Auditor-General is an expert having sound knowledge, performing the duties of examination and verification of accounts -- operations and working as servant of the legislature.

Audit is a watch-dog of democracy, which can be proved by the following facts:-

i. It seeks that the expenditure is incurred in accordance with appropriations and reappropriations.

ii. It checks that permission of the Finance Ministry has been obtained before releasing funds to various ministries or departments.

iii. It finds out the expenditures incurred are correct according to amounts approved and there is no discrepency of any type.

iv. It looks into facts that all receipts and expenditures are supported by documents and vouchers.

v. It detects errors and frauds and operates as a check on misappropriation and mismanagement of accounts.

Thus all these facts show that the chief business of the audit office is to ensure the appropriateness in disbursing the public finance and it operates as a guardian of it.

Moreover, it is duty of the auditor to examine the accounts and reports of all person or agencies which have to deal with receipt and disbursment of public money. Its purpose is to ensure that money collected and disbursed in accordance with the provision of appropriation act passed by the legislature. It also ensures that there is no fraud or embezzlement in disbursing the public exchequer and it reports to the legislature, if any. In this respect it is clear that the audit office operates as watch dog of public revenue and expenditure, as the legislature controls the funds, through its reports.

Furthermore, it is the practice in all democratic countries that legislature controls and checks the public finance through its committee on public accounts; which is the part

of auditing process. The committee perform three important functions on the recommendations and reports of the Auditor-General, which are:-

i. It sees that money has been spent in accordance with the desire of the legislature; which it can perform with the help of audit office.

ii. It checks the unproductive, extravagant and even wasteful expenditure and advocates for economy in expenditure.

iii. It maintains high standard of financial morality and integrity in various departments of government.

In the performance of all these functions the Public Account Committee is advised and assisted by the Auditor-General and his office. Thus it is clear that the Auditor-General is a constitutional person and his office is the agency of legislature, through which the legislature controls the public finance.

All these functions of Auditor-General are identical in the democratic countries like the United States, Great Britain and Pakistan, which justifies the statement i.e. audit is took of fiscal control over finance and an agency of legislature. This argument can lead to prove the assumption that the auditor is watch dog of democracy. There is no denying fact that for the proper working of democracy, adequate finances are very essential, which are possible, if the legislature controls the public finance effectively and public finance is spent in the best interest of the purpose, for which has been approved. Hence the Auditor-General and his office help to attain this purpose. Thus they are guardians of public finance and the servants of the legislature and consequently the saviours of democracy. The operation of audit office in different countries is the clear witness of this fact. Thus, we can conclude that audit is the watch dog of democracy.

BUDGETING IN PAKISTAN:

The budgeting system in Pakistan was inherited from Britishers at the time of independence. Many changes in presentation manner and control system have been introduce yet it retained a large number of basic inherited characteristics. The Government of India Act 1935 had visualized a certain budget format which with minor changes was incorporated in all three constitutions of Pakistan.

The first important step was the curtailment of the limited financial powers available to spending agencies on the terms of expenditure that they could incur.[17] It was made in the view of weak financial conditions in Pakistan. The curtailment was restored in July 1950 on the recommendations of the Committee of Experts appointed in 1949.

Another major change was the integration of finances pertaining to the Railways with general review in the first budget if Pakistan ending March 31, 1948.

On provincialization of Railway, the Railways budget was separated from the Central Government-Budget again with effect from the financial year 1962-63 in

accordance with a convention which inter alia stipulated payment by the Railway of a fixed return of 4% on Government investment in Railway.[18] The Railways and the Central Government budgets were again consolidated in 1970-71.

Budgetary Reform Committee was set up in 1962 to recommend reforms in Federal and provincial budgets. The committee was headed by the Joint Secretary (Budget), Ministry of Finance and all the provincial Finance Secretaries were its members. It submitted its report in 1965 and its main recommendations are as under:-

(i) Adoption of the system, of programme budgeting and performance evaluation in all the departments.

(ii) Presentation of economic analysis of the budgets.

(iii) Making desirable changes in the budget and accounts classification with a view to rationalizing the distinction between revenue and capital heads so that budgetary surplus deficit could better as a tools of economic policy formulation than had been the case.

(iv) Streamlining on an all round basis of procedures for the preparation review and execution of budget estimates to facilitate proper financial management and avoidance of delays in the clearance of accounts.[19]

A proforma was evolved in 1966-67 to facilitate economic analysis of the central and provincial budget. It was accorded high priority by the committee for Implementation of Short term Reforms the main objective of economic analysis and expenditure being to bring out their economic content. Economic analysis of the budget is being published since 1967-68 and is regularly submitted to the National Assembly along with other budget documents.

The budgetary classification was introduced in the federal and provincial governments to ensure uniformity in budget preparation and presentation. This was first introduced in the federal budget of 1979-80,20 and in provincial budgets in 1980-81.

Constitutional Provision regarding the Budget:-

1. ***Article 80 of the Constitution*** of 1973 requires that Annual Budget Statement comprising the estimated receipt and expenditure of Federal Government shall be laid before the National Assembly of Pakistan for its approval. The Article 40 of 1962's Constitution the Article 63 of 1956's Constitution and Section 33 of the 1935 Act also referred for the Annual Financial Statement.[21]

2. ***Article 78 of 1973's Constitution*** has created a Federal Consolidated Fund. All revenue received loans raised and money received in repayment of any loan by the Government flow to the Federal Consolidated Fund. Custody of Federal Consolidated Fund flow of money into or out of the Consolidated Fund are regulated by the Act of Parliament.

3. ***Article 81 of 1973's Constitution*** defines the term "charged expenditure" as incurred on salaries payable to President, the judges of supreme courts, Chief Election Commissioner, Chairman and Deputy Chairman of Senate, Speaker and Deputy Speaker of National Assembly and Auditor-General. The charged expenditures are not subject to vote but can be discussed. Section 33 (3) of the Act of 1935 also gave wide definition of charged expenditure." "The constitutions of 1956 and 1962 also made provisions for "charged expenditure."

4. ***Article 82 of 1973's Constitution*** stipulates that all other expenditures included in the Annual Budget Statement in the form of grants, shall either be assented to with or without modification or refused. The Article also says that demand for a grant shall be made except on the recommendation of the Federal Government.[22]

5. ***According to Article 83 of 1973's Constitution*** the grants made or deemed to have been made by the National Assembly under Article 82 and all charged expenditure not exceeding the sum shown in the Annual Budget statement previously laid before the National Assembly shall be authenticated by Prime Minister by his signature and the schedule of expenditure so authenticated shall be laid before the National Assembly; but not subject to discussion and vote. Only the expenditure appearing in the authenticated schedule of authorized expenditure laid before the National Assembly shall be deemed to be the expenditure authorized to be met from the Federal Consolidated Fund.[23]

6. ***According to Article 84 of 1973's*** Constitution the Federal Government shall have the power to authorize the expenditure from the consolidated Fund, even if it does not fall within the category of charged expenditure if it is found that there is a short fall on the allocated fund for a particular service or that a need for expenditure has arisen for some new service not included in Annual Budget Statement for the concerned financial year. The Federal Government shall however lay before the National Assembly a Supplementary Budget Statement indicating the requisite expenditure and stipulations of Article 82 and 83 outlined to these statements in the same manner as they apply to the Annual Budget Statement.

7. ***According to Article 85 of the Constitution of 1973*** pending completion of the procedure prescribed in Articles 82 and 83, the National Assembly is empowered to authorize any grant in the advance in respect of the estimated expenditure for a part of any financial year not exceeding four months.

8. ***According to Article 86 of the Constitution of 1973*** similar power of authorization of expenditure for a period not exceeding four months are available to the Federal Government pending completion of the procedures prescribed in Articles 82 and 83 in case National Assembly stands dissolved.

9. ***Article 168 of the 1973's Constitution*** like the previous two constitutions of Pakistan and the Act of 1935 stipulates that the Auditor-General of Pakistan shall be appointed by the President. The Auditor-General can perform his audit functions relating to audit of expenditure and revenue audit. He also ensures that no expenditure is incurred without a specific budgetary provision for the purpose and examines whether any financial rules or orders issued by the government have been violated while incurring expenditure.[24]

Components of the Budget:

Following are the main components of budget in Pakistan:

1. ***Revenue or Current Accounts:-*** This consists of proceeds of taxation, receipts of revenue and expenditure. Estimates are prepared by agencies collecting revenue or incurring expenditure.
2. ***Capital Accounts:-*** It comprises surpluses in the Revenue Account transferred to the Capital Account, internal borrowings and inflow of foreign resources, and expenditure not from these sources. With increases in development outlays expenditure on capital account also increases.
3. ***Ways and Means Estimates:-*** These are composed of receipts and disbursement relating to debt and deposit heads and remittance heads.
4. ***Revenue Accounts Estimates:-*** Estimates on both the revenue and expenditure are prepared in to two parts:-

Part (i)

This relates to revenue receipts and ordinary expenditure and consists on two sections:

Section A:-

It consists of revenue receipts and standing charges which may vary from year to year but are not dependent upon the discretion of the head of the department such charges pertain to the permanent establishment, travelling allowances and ordinary contingent expenditure.

Section B:-

It contains charges not connected with new items of expenditure, which are nevertheless subject to material fluctuation from year to year; but which are related with continuing schemes.

Part (ii)

This consists of new item of expenditure, which pertains not only to expenditure on all new services, not included in the already sanctioned budget but also to new items such as provision of new buildings and roads expansion in existing establishments,

grant-in-aids, contributions and temporary establishments or schemes continued on a year to year basis.

BUDGETARY PROCESS:-

Budgetary process in any country involves the following operations:-

(i) ***Preparation of Budget:-*** It means the formulation of estimates of revenue and expenditure for the ensuing financial year.

(ii) ***Enactment of Budget:-*** It means the approval by the legislature in the form of finance bills and appropriation bills.

(iii) ***Execution of Budget:-*** It is the enforcement of the finance and appropriation bills or the collecting of revenue and incurring the expenditure as authorized by the legislature.

(iv) ***Legislature control of Budget:-*** It means the supervision and control of financial operations by audit on the behalf of the legislature.

1. PREPARATION OF BUDGET:

a) Preparation of Estimates:-

Normally the budget wing of the Ministry of Finance issues budget call circulars in September-October, eight months prior to commencement of the next financial year, requesting the all federal agencies to prepare and submit budget estimates. All heads of the concerned agencies start preparing their budget estimates well in advance and send it to their respective controlling ministries generally in November of each year. They prepare both part-I and part-II of the estimates filling the five columns to indicate the following:-

i) Code number and details of estimates.

ii) Actual of the last three years.

iii) Budget estimates for the current year.

iv) Revised estimates for the current year.

v) Budget estimate for the ensuring year.

b) Scrutiny and Review by controlling Ministries:-

The controlling ministry reviews and scrutinizes all the estimates submitted by its agencies, attached departments and subordinate offices, and consolidates all estimates in one. They send these estimates together with their own budget estimates to their respective Financial Advisers (FAs) generally in December.

c) Scrutiny and Examination by Financial Advisers:-

The Financial Advisers examine the estimates of expenditure (Part-I) and send the accepted estimates to the Auditor General of Pakistan and Finance Division (Budget Wing) together with the explanation of variation by the Ist of January of each year.

They also examine the estimates of expenditure (part-ii) and transmit the fair copies of New Item Statement to the Auditor-General of Pakistan and the Finance Division (Budget Wing) together, with explanation of variations by the Ist of February.

d) Consolidation of Estimates:-

The annual budgets as accepted by the Financial Advisers and communicated by them through Budget Orders in respect of part-I and New items statement in respect of part 11 are consolidated by the Auditor-General of Pakistan as well as by the budget wing Ministry of Finance. These two agencies consolidate the accepted budgets independently and compare their respective aggregates as a cross check for accuracy. There after the current account budget is ready for printing.

2. ENACTMENT OF BUDGET:

(a) Approval by Cabinet:-

The current Budget is finally placed before the Federal Cabinet for its approval. The cabinet considers the proposal of Ministry of Finance for mobilizing resources to finance and budgetary proposals on both the current account and capital budget sides. This is necessary because such proposals involving the levy of new taxes grants or the withdrawal of subsides, may have far-reaching economic social and political consequences. The cabinet also lays down the general policy on budget. It makes changes if they are necessary and finally approves it; which is now ready for introduction in the National Assembly.

(b) Approval by National Assembly:-

i) Budget speech:- The budget-session of the National Assembly is convened by the President approximately in June of each year. In the first sitting of this session the Finance Minister makes budget-speech; in which he gives informations of general economic conditions of the country, the financial policy to be followed by the government, the explanation for difference between the budget estimates and revised estimates of the current year and estimates for new demands for coming year.

ii) Introduction of Budget:- In the second sitting of the budget session of the National Assembly the budget is presented in the shape of finance bill part-wise, by the Finance Minister.

iii) General-Discussion:- No discussion takes place on the day it is presented. Each member reserves the right to discuss the budget. The budget-estimates

(Part-1) does not come under discussion. However they discuss thoroughly the estimates (Part ii).

iv) Voting:- After complete discussion by the National Assembly a date is fixed for voting. It passes the budge by majority votes. Prime Minister usually comes in the House on the voting day.

3. EXECUTION OF BUDGET:

After enactment of budget the next step is the execution of budget. It is the responsibility of the Ministry of Finance: which perform this function through its officers like Secretary, Finance Advisers and Finance and Accounts Officers. An attached department of Ministry of Finance is the Central Board of Revenue (CBR); which is mainly responsible for the collection of funds.

(a) Ministry of Finance:-

The Ministry of Finance, Government of Pakistan plays a pivotal role in national finance. Legislative control over national finance means that taxes can not be levied without legislative approval and that grants authorized by the legislature, are to be used for the purposes and in the manner desired by it.

The Ministry of Finance prepares budgetary proposals on behalf of the Government which are to be placed before National Assembly under Article 8 (1) of the Constitution. No tax is levied unless proposed by the Ministry of Finance. Similarly no expenditure can be incurred unless it has first approved by the Ministry of Finance. The budget proposals of all agencies are scrutinized and approved by the Ministry. All such estimates, consolidated in the form of demands for grant are placed before the National Assembly for approval. In the case of development budget, which is primarily prepared by the Planning Division, the Ministry of Finance has the final say. ADPs are translated into budget and placed before the National Assembly by the Ministry of Finance. After the approval of budget it is implemented by the Ministry of Finance in its actual spirit. To sum up, it can be said that the budget is, what the Ministry of Finance makes it.

The Ministry of Finance is headed by the Minister for Finance, who along with the Cabinet is responsible to National Assembly under the 1973's Constitution. The Minister for Finance lays down the guidelines on which the budget is prepared. Expenditure estimates are approved under his general guidance and consolidated estimates are reviewed in the light of resources availability. He can apply economy cuts on the accepted expenditure in order to reduce the gap between the revenues and expenditures. He initiates/approves proposals for tapping new source of income through fiscal and monetary devices. He generally implements the budgetary proposals according to the fiscal policy and approved estimates by the National Assembly. The Minister for Finance is also head of Economic Division as well as the vice-chairman of Planning Commission.

The administrative head of the Ministry of Finance is Finance secretary, who is a civil servant. The Finance Secretary looks after all operations of the Ministry. He assists the Minister for Finance in all the matters as referred above.

Organization: The Ministry or Division of Finance has three sub-divisions namely (i) the Budget (ii) Expenditure and Regulation and (iii) Economic Coordination. Each sub-division is headed by an Additional Secretary and further divided into wings each wing is headed by a Joint Secretary and is sub-divided into sections: The detail is as under:-

(a) The Budget Sub-Division:-

1. The Budget Wing.
2. The External Finance Wing.
3. The Internal Finance Wing.
4. The Provincial and Corporate Finance Wing.

(b) The Expenditure and Regulation Sub-Division.

1. The Expenditure Wing.
2. The Administration Wing.
3. The FA's organization consisting allocated to various ministries or divisions.
4. The Regulation-I.
5. The Regulation-II.

(c) The Economic Coordination Sub-Divisions:

1. The Investment Wing.
2. The Development Wing.
3. The Economic Coordination Wing.

In additional to the above main wings subsidiary wings like Cost Accounts Organization headed by a Chief Cost Accounts Officer (Basic Scale-21) and the Economic Advisers Wing headed by an Economic Adviser (Basic Scale-21) with subordinates staff forms part of the technical staff of the Ministry in addition to the Economic Advisers organization.[25]

There are 21 attached departments and subordinate offices attached to the Finance Ministry or Division, namely the Central Board of Revenue (CBR), Corporate Law Authority, Central Zakat Administration, Pakistan Audit Department, Pakistan Mint, National Saving Directorate, Agriculture Development Bank of Pakistan, National Department, Finance Corporation, Federal Bank for Cooperatives, House Building

Finance Corporation, Industrial Development Bank of Pakistan, Investment Corporation of Pakistan, National Investment Trust, Pakistan Industrial Credit and Investment Corporation, Pakistan Kuwait Investment Corporation of Pakistan, Small Business Finance Corporation, Pak-Libya Holding Company, State Bank of Pakistan, Equity Participation Fund, Finance Division (Military).

Functions:- Functions assigned to the Ministry or Division of Finance include finances of the Federal Government and financial matters affecting the country as a whole matter relating to the Annual Budget statements, Supplementary and Excess Budget Statements, Accounts and audit, Tax-policy and Tax Administration National Finance Commission, Public Debt of the Federal Government, Loans and Advances by the Federal Government, sanctions of Internal and External expenditure requiring the Finance Ministry or Division's concurrence; advice on economic and financial resource management; currency coinage and legal tender; Security Printing Corporation and Pakistan Mint: Banking, investment, financial and other corporation i.e. Central Banking; other banking investment and financial corporations covering more than one province; incorporation regulation and winding up of corporations covering more than one province; company law; accountancy; Partnership Act; Investment Policies; Capital Issue Control; Statistic and Research pertinent to research and capital; Stock Exchanges; Securities Regulation; framing of rules on pay and allowances, retirement benefits, leave benefits and other financial terms and conditions of services, cost accountancy; International Monetary Fund (IMF); State lotteries; monopoly control and anti-cartel law; joint ventures with foreign countries in investment banking modareba companies and modareba laws.[26]

To conclude the functions of the Ministry of Finance comprise the following activities:-

(a) Planning financial operations plotting future growth, adjustments and re-adjustments.

(b) Financing ensuring the availability of funds allocating funds to alternate uses raising and investing funds.

(c) Coordinating and controlling through accounting, auditing and reporting.

(b) Central Board of Revenue (CBR):-

The Central Board of Revenue is an attached department of the Ministry of Finance; which collects all central revenues. The CBR is headed by a chairman (BS-22) and five members (BS-21).

The country is divided into a number of regional commissionerates headed by Regional Commissioners of Income-Tax (BS-21). There are a number of commissioners (BS-20). Additional commissioner (BS-19), Deputy Commissioners (BS-18) and

Assistant Commissioners (BS-17) and other subordinate staff are under him. The Income Tax Officer or Assistant Commissioner is the basic assessing officer in the Income Tax Department.

A Number of collectorates of Central Excise and Land Customs exist in the country for the collection of customs and excise duties and sales tax. These Collectorates are working under the Central Board of Revenue. A collectorate is headed by a Collector (BS-20) with Deputy Collectors (BS-19), Assistant Collector (BS-17 or 18), Superintendent (BS-16) and other staff under him.

The Central Board of Revenue (CBR) through its commissionerates and collectorates, is collecting income taxes and central customs and excise. After 1981 the collection of sale tax become the responsibility of the Customs and Excise organizations instead of the Income Tax Department.

The Central Board of Revenue (CBR) collects revenues from these headings i.e. income tax, wealth-tax, gift-tax, estate-duty, export-duty, custom duty, corporation-tax, proceeds from sales tax and control excise duty. The main field i.e. Agriculture was exempted from taxation up till now. The World Bank and International Monetary Fund (IMF) emphasized the agricultural tax to augment federal revenue resources. The National Taxation Reform Commission 1986 also addressed this issue but up till now it could not come to a unanimous conclusions.

4. LEGILATIVE CONTROL OF BUDGET:

Accounting & auditing:- Appropriation is the principal instrument of legislative control over budget in Pakistan. However it is necessary that beside having the power to grant the money, it should ensure that appropriations are spent on approved items. This aspect of legislative financial control is ensured through the Accounting and Auditing. The secretaries of divisions in Pakistan have been made principal accounting officers in respect of agencies under their control and are personally accountable to the National Assembly. They must ensure that the expenditure incurred is regular and most economical. In Pakistan for the purposes of accounting and auditing the office of Auditor-General has been set up. The National Assembly has also set up the Public Accounts Committee for the purpose.

Public accountability constitutes a statutory obligation for handling public funds to provide full and complete information to those who investigate the financial transaction with a view to satisfy that all such transactions have been executed within the limits imposed and conditions and qualifications attached to the grants and that expenditures are incurred with due prudence. As such accounts---a complete and full record of financial transactions--are a framework on which public auditors operate in order to ensure that public funds have been spent for authorized purposes within authorized limits and in accordance with the canons of financial propriety.[27] Accounting

and auditing therefore, are the essential ingredients of public accountability. Accounting is an executive function whereas done on the behalf of the legislature.

1. Accounting in Pakistan:

Accounting in Pakistan is the responsibility of Auditor-General of Pakistan, who prepares the accounts of all federal and provincial agencies except a specifically few. According to a report, "Whereas most functions of government have been delegated to provinces, accounting for these function is not under the control of the provinces but rather under the Central Government."28 The secretary of each Division or Ministry is the principal accounting officer; who maintains the accounts of the concerned Ministry or Division; which is administratively under him.

Accounting means, the "art of recording, classifying and summarizing transactions wholly or in part of a financial nature in terms of money and interpreting the results thereof." Simply it means the keeping a systematic record of financial transactions.

Pakistan inherited the accounting system from the British India; which was enshrined in section 168 of Government India Act 1935 and Audit and Accounts Order 1936; according to which, it was duty of Auditor-General to keep the accounts and to prepare yearly accounts of the dominion as well as the provinces.

Similar provisions were incorporated in three constitutions of Pakistan and in the Audit and Accounts orders. Article 169 of 1973 Constitution provides that the Auditor-General shall perform such functions and exercise such powers as laid down in an act of parliament or any order of the President relating to the accounts of the federation and the provinces. Article 170 of the Constitution authorizes the Auditor-General to prescribe with the approval of the President, principles, methods and forms of Government accounts Article. 171 requires the Auditor-General to submit to the president or the governor as case may be his reports on accounts for laying before concerned legislature. The Audit and Accounts order 1973 requires the Auditor-General to keep accounts of federation and provinces except defence railway, post office, telegraph and telephones etc.

The Auditor-General's responsibility for the maintenance of accounts comprises the following:-

Monthly Accounts:- Preparation and submission of monthly accounts of receipts and expenditure of Federal and Provincial Government.

Annual Accounts:- Compilation and submission of annual accounts of receipts and disbursements to the concerned government.

Appropriation Accounts:- Preparation of appropriation accounts indicating the expenditure incurred by the various departments against the budget allocations and their submission to the President or the Governor as case may be.

Finance Accounts:- Compilation of finance accounts of the Federal and Provincial Government showing their annual receipts and disbursement under respective head and their submission to the President or the Governor as the case may be.

Combined Finance and Revenue Accounts:- Preparation and submission to the President of combined finance and revenue accounts incorporating a summary of the federal and provincial accounts including their balances and outstanding liabilities.

2. Auditing in Pakistan:

Audit in Pakistan, is performed on behalf of the legislature to ensure public accountability. It means the examination of accounts with a view to determining their correctness and of the transactions they "undertake to quickly know everything and understand the profit and loss."

Pakistan also inherited the auditing system from the British India; which was provided in Audit and Accounts Order 1936. The Order declares that it shall be the duty of Auditor-General to audit all expenditure from the revenues of the dominion and provinces, to ascertain whether money were properly utilized for the purpose, it was disbursed; to audit all transitions relating to debt, deposits, sinking funds, advances, suspense accounts and remittance business; and to audit all trading, manufacturing and profit and loss accounts and balance sheets.

The Audit and Accounts Order of 1973 of Pakistan was the similar with the Indian Audit and Accounts Order of 1936. The 1973's Constitution of Pakistan like the two previous constitutions and Indian Act-1935 stipulates that Auditor-General of Pakistan is appointed by the President and the terms and conditions are determined by the Parliament. The Auditor-General and his department perform the following auditory functions:-[29]

1. To conduct the audit of sanctions issued by a financial authority with a view to ascertaining whether the financial authority concerned was to issue those sanctions and whether the sanctions fulfilled the requirements of financial propriety.
2. To ensure that no expenditure is incurred without a specific budgetary provision for the purpose.
3. To examine whether any financial rules or orders issued by the government have been violated while incurring expenditure.[30]
4. To conduct propriety audit.

The conventional approach to the audit is the regular scrutiny based on periodic and percentage checks of governmental financial transactions; which may result in detection of cases of breach of regularity or waste of funds or violation of financial propriety. At present the audit is extended to "the entire gamut of government expenditure," irrespective of how it is incurred. In other words, accountability for all public expenditure is sought to be ensured by the Auditor-General of Pakistan.

3. Public Accounts Committee:

Pakistan has borrowed the system of Public Accounts Committee, from Great Britain, to ensure that whatever is approved by the Parliament, is adhered by the executive. The Public Accounts Committee looks into the annual appropriations accounts and the audit report prepared by the Auditor-General. He submits his findings to the concerned legislature, federal or provincial, in the form of a report, through the President or the Governor as case may be. These reports are referred to the Public Accounts Committee (PAC) in the each legislature.

The Public Accounts Committee looks into each year, whether the funds have been spent for same purpose, as approved by the legislature. Any deviations detected, are required to be explained by the concerned head of department, the circumstances under which the appropriation could not applied to the approved purpose. In this process a most impersonal method is adopted, no names are mentioned. The committee gives its verdict on the issues raised by Auditor-General and explanation offered by the head of department. Where the committee is convinced that some-one is at fault, it can recommend recovery of funds or disciplinary action against the individual. Department has to report to the committee in the subsequent meetings the action taken on their recommendations, before the committee to regularize the matter.

In this manner and through the Auditor-General and Public Accounts Committee, it is ensured that the will of the Parliament has manifested in the approval of the budget, is not offended in letter and spirit.

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Chapter 15
CO-ORDINATION

- *Introduction*
- *Definition*
- *Need of Coordination*
- *Types of Coordination*
- *Principles of Coordination*
- *Machinery and Methods*
- *Advantages*
- *Reference*

Co-ordination

Introduction:

Coordination is essence of administration, without which no administrative activity can reach its fruition. It is simple in small organization and highly complex in large organization. A large organization consists of several administrative units, performing different types of activities. Thus, there is need to make these parts work in harmony with each other. Hence, there. is need of coordination.

Coordination is not an independent function, which can be performed separately. It is interrelated, rather a mixed with other administrative functions i.e. planning; which is followed by organizing, staffing, directing, reporting, controlling and budgeting. Without the close relationship of these functions, no administrative task is accomplished. Thus, coordination is a continuous process in which all actors in a situation are reciprocally related with each other.

Coordination is referred to balancing and keeping the team together by ensuring allocation of activities to all members, seeing that they are performing with due harmony and ensuring minimum friction and maximum efficiency of the organization.

Coordination can be defined both negatively and positively. In negative sense, it aims at removing of conflict and overlapping from administration. In positive sense, it strives to bring about cooperation and team work among the all members and administrative units of an organization;

Definition:

Many theorists have defined the term as follows:

According to ***W.H. Newmann:*** "Coordination is the orderly synchronisation of efforts to provide the proper amount. timing and directing of execution resulting in harmonious and unified actions to a stated objective."[1]

G.R. Terry says, "Coordination is adjustment of the parts in time so that each can make its maximum contribution to the product of the whole."[2]

John D. Millet is of the opinion that "The coordination involves equally or perhaps especially, the careful oversight of relationship among operating units to ensure harmonious collaboration."[3]

According to ***Dimock M.E. and Dimock G.O.*** "The coordination is placing the many aspects of an enterprise in proper position relative to each other and to the programme of which they are a part; it is harmoniously combining agents and functions towards the achievement of a desired goal."[4]

In the words of ***L.D. White***, "Coordination is a process causing disjunct elements to a concentration on a complex of forces and influences, which cause the mutually independent elements to act together."

Charles Worth J.C. defines, "Coordination is the integration of the several parts into an orderly whole to achieve the purpose of undertaking."[5]

Seekler Hudson's definition is very brief and simple. he Says "Coordination is the all important duty of interrelating the various parts of the work."

According to ***Heneri Fayol***, "Coordination means to harmonize .all activities of a concern in order to facilitate its working and its success."

Alan C. Reiley and James D. Mooney are of the opinion, "Coordination is the orderly arrangement of group effort to provide unity of action in pursuit of common purpose."[6]

Ordway Tead has defined, "Coordination is the effort to ensure a smooth interplay of the functions and forces of all different component parts of an organization to the end that its purposes will be realized with minimum of friction and maximum of collaborative effectiveness."[7]

In view of ***E. F. L. Brech***, "Coordination is balancing and keeping the team together, be ensuring a suitable location of working activities to the various members, and seeing that these are performed with due harmony among the members themselves."

Thus, coordination is smooth and harmonious working of all individuals or administrative units of an organization without conflict and overlapping to reach the desired goal in the minimum time with the maximum economy and efficiency.

Need of Coordination:

1. Coordination is thought essential in order to avoid inter departmental disputes, which are likely to crop up when two or more departments claim exclusive jurisdiction over a particular matter.
2. A dispute may arise among departments over a new subject. None of the departments may like to increase its burden and may like to pass on the matter to other department. To overcome the dispute, coordination is necessitated, so that the new subject may not remain unattended.
3. A dispute may occur over the matters, in which a good number of departments are interested and want to handle it in different manner. Their

decisions may be contradictory and conflicting, which results in confusion in administration. Thus, the coordination alone can enable departments to come out of confusion.

4. The house keeping activities need effective coordination. Many agencies may enter into a regular race for the purchase, supply and recruiting personnel. Coordination can help avoiding any such possibility.

5. Uni-functional activities of the departments may cause friction and conflict, as each department has to act on behalf of the other. For example the construction of a government building need planning, supplying of material, supplying of labour and construction of structure, in which Planning, Commerce, Labour and Housing departments are involved. Thus, the coordination among all these departments will be essential to accomplish the task.

6. It helps in preventing and discouraging excessive concentration on one aspect of work to exclusion of the other aspects.

7. It is necessary to avoid the conflict and overlapping and it also curb the tendency towards empire building and power grabbing. Thus, for the fostering of team work in day to day working of administration, coordination is necessitated.

TYPES OF COORDINATION:

Coordination is divided into two types i.e. Internal and external coordination.

i) Internal Coordination:

It is the establishment of relationship with a view to coordinate the activities of all departments, divisions, sub-divisions, branches, executives and other employees.

ii) External Coordination:

It refers to the establishment of relationship with a view to coordinate the activities of all those who are not parts of organization and hence are internally connected with each others. The organization has establish relations and coordinate their activities for its own benefit.

The Internal Coordination is further classified into vertical and horizontal.

i) Vertical or Structural Coordination:

It refers to that coordination in which a superior establishes relations with his subordinates and vice-versa. The superior coordinates with his subordinates and the subordinates with their superior to accomplish the objectives of the organization. Both

superior and subordinate need the cordial relationship with each other for functional purpose.

ii) Horizontal or Functional Coordination:

It refers to coordination of activities between employees of same status or between one division with other division or one department with other department or one branch with other branch.

PRINCIPLES OF COORDINATION:

The following are the principles of coordination, with the help of which a chief executive ensures integrated efforts in an organization with minimum of friction and maximum of effectiveness.

1. Early Beginning:

The success of coordinating activities depends on the early beginning of collective efforts. If it starts earlier, it is more fruitful. Planning is beginning of an organization and coordination should start from the planning. When an organizer is going to plan about the establishment of the enterprise, he starts coordinative efforts; with all relevant departments and organization. For example, he has to inform the finance department and operative department..

2. Direct Contact:

Instead of issuing orders and instructions, it is rewarding for the coordinator to meet personally and talk over with all the concerned. This helps in creating mutual understanding and confidence among all administrative units or individuals of the organization; which will be very fruitful for the future.

3. Reciprocity:

In every organization, there are many departments, which are interlinked and inter-dependent with each other. Therefore, the principle of reciprocity is helpful in coordinating the efforts of each other, by establishing an effective harmonious and coordinative administration.

4. Continuity:

The process of continuity is very important for good coordination and effective organization. If the coordinative efforts are continued, the effectiveness of administration is always available. If there is any gap of coordination or it stops or it slackens, there is possibility of derailment of working of the organization; which will harm the whole enterprise.

5. Cooperative and willingness:

Coordination can not be made through orders; but it is outcome of cooperation and willingness. The coordination can be achieved through persuasive and motivative

methods instead of coercive methods. The coordination through cooperation and willingness ensures better results.

6. Objective Oriented:

The coordination must be result oriented or objective oriented. It should always be in time and must respond to time, policies and programmes.

7. Balanced Coordination:

The coordination must be balanced and as far as possible it should be vertical as well as horizontal.

8. Mutual trust and confidence:

Coordination should be based on mutual cooperation, mutual confidence, good human relation and mutual trust between the supervisor and his subordinates.

MACHINERY AND METHODS:

In an organization both formal and informal methods are adopted to achieve coordination. The formal methods are time-consuming; while the real coordination is achieved through the informal methods. There are different opinions of the theorists regarding methods and ways. According to ***Grays***, methods of coordination are; (i) familiarity with the work of agencies (ii) informal acquaintance (iii) Physical proximity (iv) a specific objective (v) the desirability of limited number of participant. ***Elbourne*** lays down six essential methods (i) coordinating personnel (ii) committees and conference (iii) instructions (iv) reports and return (v) training (vi) policy. ***MacFarland*** suggests four ways: (i) calrifying authority and responsibility (ii) checking and observation (iii) effective communication and (iv) coordination through leadership.[8] The following are the important devices that are used to secure coordination; which can be classified in to Formal and Informal methods.

(a) FORMAL METHODS:

1. The Formal Structure:

The formal hierarchical structure of an organization is an important device of coordination. It defines the authority and responsibility of every position at each level. This elcminate the duplication of work; which limits the chances of conflicts and disputes. If conflict between two or more departments occur, the. chief executive is in better position to get settled the same. Thus coordination is affected through the chief executive, who will issue orders after proper reference, due consultations and frequent conferences.

2. Sound Principles of Organization:

An organization, established on the sound principles of structure and functions, is an effective check against the hinderance of coordination. An organization with

clear line of authority, adequate powers, allocation of functions, absence of overlapping, duplication of effort and proper delegation of work, in itself reduces the necessity of coordination.[9]

3. Proper Planning:

Proper planning is another device of coordination. Planning implies the maximum utilization of resources to achieve the goal within a specified period. The well prepared programmes and their operations in advance will prevent the disputes and conflict among the administrative units and confusion among the workers; which will increase the coordination in the organization.

4. Standardization of Procedure and Method:

Standardization of procedure and method can ensure that every worker in organization acts in the same way under similar circumstances. This automatically serves as the basis of coordination and facilitates comparison and measurement of result. Common procedure of budgeting, accounting and auditing can save the administration from confusion, wastage and misappropriation.

5. Institutional Devices:

Coordination can be achieved through institutional devices like inter-departmental committees, coordination committees or coordination officers. Conflicts and disputes among the different departments can be resolved through inter-departmental or coordination committees or through the coordination officers. These committees are constituted on the representatives drawn from all departments. Coordination officers are very useful for coordinating field services, Such devices are useful for the coordination of policy and planning; however, these are costly and some time cause delay.

6. Decentraliztion:

Decentralization of activities facilitates coordination and avoids conflicts. Each functional activity is made independent. This pattern of organization exists in the government institutions; where the activities of directing, financing and recruiting are separated and made independent, without interfering the others sphere of jurisdiction. The atmosphere results in coordination.

7. Conferences:

The method of conferences is also very useful for coordination. The conferences may be intera departmental and inter - departmental: which provide opportunities for mutual consultation and free exchange of ideas. This method is more appropriate in new policies and programmes; where the cooperation is much needed.

8. Communications:

Communication both written or oral secure coordination by channeling informations. By means of frequent communication all the employees of an organization keep themselves in touch with one another's work and with common goal of organization. Frequent transmission of informations leads to mutual cooperation and coordination.

9. Stimulating Leadership:

Stimulating leadership supports the workers to overcome difficulties and conflicts and to work in mutual spirit without any jealousy and bickering. Likewise, if the workers are themselves aware of the purpose of organization, they work in a coherent group. They put in as a team full efforts to achieve their goals.

10. Centralized House-Keeping:

The centralized House-Keeping activities is another important device to affect coordination. In the words of ***Pfiffner***, "In administration, house keeping problem usually include supply, ware housing, the cleaning and maintenance of buildings, printing and duplicating equipment, control, central mailing, transportation and food and telephone service." Budgeting, auditing and accounting are also included in the House-Keeping activities; which are mostly done by the Finance Ministry. Thus, it also become a coordinating device.

(b) INFORMAL METHODS:

1. Personal Contacts:

Though personal contacts are possible through debate, free exchange of ideas, frank discussion and agreement by compromise, yet they are necessary for coordination.

2. Informal Consultation:

Committees and conferences provide opportunities for informal consultations.

3. Informal Dinners:

Dinners, launches and tea parties also provide effective media of mass communication: which result in coordination.

4. Disciplined Party System:

A disciplined party system is a very important medium of un-official coordination.

As conclusion, it can be said that coordination is a centripetal administrative force and plays very important role in Public Administration. It can be achieved through both formal and informal machinism and methods.

Advantages:

Following are the advantages of coordination:

1. **It Increases the efficiency:**

If there is an effective coordination of all activities of an enterprise, then the efficiency of the enterprise increases. Overall coordination results in higher production, high economy, lower cost of production and increased profitability. Moreover, the coordination ensures the smooth functioning, proper growth and high prosperity of an organization.

2. **It improves the morale:**

The effective coordination helps in increasing efficiency; which brings growth and prosperity to the organization. The prosperous organization not only secures the jobs of those, who are working with the enterprise, but also guarantee the future promotion for individuals and higher income for the enterprise. This condition naturally boosts the morale of the workers with a common aim to achieve the pre-determined objectives.

3. **It retains the good personnel:**

Coordination helps in evaluation of work and conduct of all those, who are working for the organization. Evaluation in its turn helps in rewarding the good workers. If the workers are sufficiently rewarded they will definitely remain with the organization. An effective coordination attains the objective of developing its work force and retaining them with the organization as long as they are fit to render their valuable service to their organization.

4. **Beneficial to avoid disputes:**

The effective coordination is always beneficial to avoid inter-departmental disputes to come out of the confusion and to prevent the concentration of authority.

5. **Beneficial to foster team-work:**

The effective coordination not only avoids the conflicts and overlapping in day to day working of administration, but it also fosters the team-work among the all employees of the organization.

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Chapter 16
DISTRICT ADMINISTRATION IN PAKISTAN

- *Definition*
- *Historical Background*
- *Functions of Deputy Commissioner*
- *Devolution of Power Plan*
- *Zila Nazim*
- *District Coordination Officer*
- *District Council*
- *Other functionaries of District*
- *Suggestion for Reform*
- *Reference*

District Administration in Pakistan

Definition:

According to the ***Chamber's Dictionary***, "District is a sub-division of a division". From a governmental view district is defined as "a sufficiently large territory, with an overall unity, govern by common historical, geographical, social and economic conditions."

The fundamental unit of administration in Pakistan is the district, Policies are framed at the central or provincial level and are implemented in the district:[1] Thus the district as a local unit of government is used both as symbol of state authority as well as effective administration. It is of advantage to the people in an area to have a local unit of government, which provides a reference point where government authority can be focused, where people can make their complaints and address petitions for remedy of wrongs, seek assistance, pay their taxes, where in the time of emergency governmental action can be brought to bear to meet the situation.[2]

There are five categories of districts. ***First,*** largest number is Rural District; as the average district to be comprised on a rural areas. ***Second,*** there are urban where the local administration concentrates more on urban areas and their problems. ***Third,*** there are districts known as Industrial Districts; which are found in heavily industrialized areas and the administration has to deal with industrial problems. ***Fourth,*** there are Backward Districts, where the local people do not enjoy any facilities of education, health, communication etc. They have less opportunities for development. ***Finally,*** there are Hill Districts or Tribal agencies; which are known as Political Agencies and the district heads as Political Agents. Such districts have unique problems.

District Administration means the management of the task of government so far it lies within an area legally recognized as a district. In the words of ***S. S. Khera*** "District is truly the cutting edge of the tool of public administration"[3] District administration as a concept of public administration stems from the dispersal of state authority largely in countries, which have a centralized administration.

District administration is an unified organic administrative organization. It appears to be a responsible unit of administration which has withstood the test of time of structure and its functional ambit district administration will continue as a main pattern of field administration for quite time to come.[4] The district officer plays a pivotal role in district administration and he is responsible for the cooperation and orderly application of all resources. His task is of five kinds viz. Revenue, Magisterial, Judicial, Executive and Development.

The purpose of district administration is ***firstly*** to maintain law and order in a state of harmony and tranquillity; ***Secondly***, it seeks to ensure that the structural arrangements for the dispensation of justice. ***Thirdly*** it is responsible for the assessment and collection of a number of taxes including land revenue, irrigation rates, agricultural income-tax and various others.[5] ***Fourthly***, it administers land properly and maintains land records for the protection of rights. ***Fifthly***, it exercises various regulatory and control functions such as the rationing of food, regulation of movement of commodities or the purchase of agricultural produce. ***Sixthly***, it is responsible for immediate action in case of national calamities such as floods, earthquakes drought and disasters. ***Lastly***, it is responsible for development activities.

In relation to the above functions the district administration ensures the completion of its assigned tasks. It promotes public understanding of the administrative measures and enlists public cooperation for it. It minimizes conflicts and reduces tensions in society. Similarly by the timely development of professional services, it attends effectively to the demands of the people.[6]

Historical Background:-

The district administration has derived its character from Muslim's Revenue Administration of India established by Sher Shah Suri (1529-45). He divided his empire into 47 divisions or Sarkars, which were sub-divided into 113,000 parganas. He established a hierarchy of revenue officials at Sarkar and Parganas levels.

The Deputy Commissioner, in a broad sense, is the descendant of the Foujdar of Mughal Administration . The Mughal empire was divided into provinces (Subas) and district (Sarkars). The provinces were headed by governor (Subedars), who were responsible for law and order and collection of revenue. At the head of district (Sarkar) was the Foujdar. His main duties were to maintain law and order and to execute the royal decrees and regulations. He was also responsible for the collection of revenue within his jurisdiction. The Mughal had developed an elaborate land revenue system based on land surveys and soil classification.

The district (Sarkar) was sub-divided into parganas; which were headed by Shiqdars, who were in-charge of general administration and law and order. The Mughal had no resident functionary at village-level, but Muqaddam used to perform the revenue functions. He used to distribute demand slips and collect land-revenue from the cultivators. In the case of non-payment of revenue or delay he was called to account. Patwari was an accountant, who used to keep accounts of cropped area, the crops sown and revenue demanded and paid by cultivators. Thus, under the Mughals, the Sarkar was the government in its total manifestation in conveniently demarcation geographical unit.

The British largely adopted the pattern of administration from the Mughal's system, in North India. This reflected both in territorial divisions and Persian

nomenclature of officials such as the Kanugo.[7] In the Mughal system, there was separation of judicial and revenue functions. Qazi-ul-Qazat was the head of judicial system, while governor was the head of the collection of revenue. The chain from Qazi-ul-Qazat extended though Qazi-i-Subah to the District Judge or Shariat Panah, and on revenue side, from Governor to the District Collector. Finally the District Judge emerged as tribunal in civil and criminal cases and collector as District-Magistrate.

The evolution of modern system can be traced back to ***Warren Hastings***, who initiated the appointment of full time collectors to supervise "Zamindars." Initially they were responsible for collection of revenue. Later on they were invested with dual authority as collector and judge, and were known as Judge-Magistrates. In 1818, they were also entrusted the policy control of the district in some provinces.

In 1829, the Government of ***Lord William Bentick*** appointed commissioners of revenue and circuit. These commissioners, under the direction of the Board of Revenue, supervised the work of Judge-Magistrates and worked as court of appeals. In 1831, the session work was delegated to District Judge, while their magisterial work was transferred to the collectors. This was the birth of the Collector-cum-District Magistrate. From then to onwards the institution of District Magistrate or Deputy Commissioner as it later come to be known become pivotal in running the colonial administration at the district level. With the evolution of a strong central figure, combining vast revenue, judicial and executive powers, the unit of District thus became the linchpin in the colonial administrative hierarchy.[8]

Between 1831-1857 the main function of Collector-cum-District Magistrate was to collect revenue and maintain law and order. After the war of independence, he played a positive role in extending governmental activities in local government, development of irrigation system, building of schools and hospitals, roads and railways, control of epidemics and collection of statistics.

In 1861, the control of police in a district was placed under Superintendent of Police (SP) who was to work under the general supervision of District Magistrate, ***George Campbell*** (1871-74) neutralized the powers of District Magistrate by easing to be head of all government departments in the district.

With introduction of responsible governments in provinces, the powers of the Deputy Commissioner came under heavy pressure under India Act of 1919. The period between 1919 to 1947 witnessed a gradual moderation of powers of the Deputy Commissioner due to rise of an active middle class and emergence of new socio-political forces in the sub-continent.[9]

After independence the district administration was found to be quite effective and useful in responding to the requirements of the public and organizing rehabilitation of refugees, settlement of evacuee properties and ensuring smooth running of administration despite extremely meagre resources at their disposal, in addition to the duties of maintaining law and order and collection of revenue. The institution of Deputy Commissioner had to be judged not in the terms of being as a part of administration but

as a tool of redressing grievances of the people. Apart from the old regulatory functions, he has to perform new functions which would take into account the country's requirements for industrialization, expansion of health, education and other civic facilities, elimination of poverty and generally bringing about a qualitative change in the quality of life for the common man. The Deputy Commissioner, in his new role, as a public servant in an independent country, had to be more responsive, accessible, responsible and accountable to the masses. He also plays an active and positive role as a catalyst in the nation building activities aimed at socioeconomic uplift of the people.

Functions:-

The functions of district administration may be divided into four broad heads: (i) Executive functions (ii) Judicial functions. (iii) Revenue functions and (iv) Coordinative functions. The brief description of each is given below:-

1. Executive Functions:-

The Deputy Commissioner performs a lot of executive functions. Among which the maintenance of law and order is of great importance. The prevention of law and order stems from the executive functions and the police is naturally conditioned by the judicial functions of the Deputy Commissioner, such as judicial inquiries, the trial of cases etc. Therefore, there is great need of close relationship between executive and judicial functions. In this context the security provision of the Cr.P.C under sections 107, 108 and 110 deserves special mention. It is noted that the law and order functions stems from both judicial and executive; while the S.P of each district is not-under the D.C. However the District Magistrate under the Police Act is responsible for preventing crimes and maintaining peace, therefore Superintendent of Police is responsible to the District Commissioner in his role as District Magistrate.

In pursuance of the executive functions the District Magistrate also has the power to grant permits and licences for purposes such as the operation of cinemas, use of loudspeakers, issue of gun licences etc. He periodically reports to the Provincial Government on the general criminal and political conditions of the districts. He also supervises the prisons of the district. He can check investigations and direct the registration of cases.[10]

2. Judicial functions:-

The Deputy Commissioner works as District Magistrate as he supervises the functioning of all executive magistrates working under his jurisdiction. There are many courts; which are presided over by executive magistrates, who mainly deal with preventive laws relating to the breach of peace and removal of public nuisances.

Magistrates of different categories are appointed at district level. There are class I Magistrates, who deal with cases and can award up to 2 years imprisonment and a fine of Rs 1,000/- class II Magistrates can punish with up to 6 months imprisonment and Rs.200/- fine and class III Magistrates with up to one month's imprisonment and a fine o' Rs.50/-. There are other Sec. 30 Magistrates in the district, whose number varie

depending on the work load. Now, the authority under Sec. 30 has been transferred to senior civil judges, posted at district and sub-division level.

Cases can be initiated before Magistrates under Sec. 190 (c) Cr. P.C. Magistrates are required to do traffic duties across district boundaries to function as mobile Magistrates as are specially so empowered. For certain offences similar powers are vested in experienced Magistrates for the expeditious disposal of cases.

According to Criminal Law Amendment Act of 1963 the District Magistrate can constitute a jirga (a Council of Elders) to go into the Criminal Procedure Code and to have a free hand in gathering of evidence. The magistracy at district level is all most organized under the direct supervision of the District Magistrate or the Deputy Commissioner.

iii) Revenue Functions:-

The Deputy Commissioner as collector of the district is responsible for the collection of revenue including land-revenue, water-rate and other government dues. The management of land, the accounting of revenue and the implementation of land-reforms programmes are the main revenue functions which a collector performs in the district. The collector also deals with connected matters relating to the assessment and collection of land-revenue.

The land revenue collection was an important function of Deputy Commissioner in the colonial administration of British India. Over the years however the importance of land revenue as a source of revenues for the government has been substantially reduced and its place has been taken by other forms of revenues like custom duty, excise and sale tax and income tax. While the land revenue represented 31% of provincial government revenues in India in 1939-40. This figure had dropped to 2% of the provincial revenue in Pakistan by 1979-80. In the terms of source of revenues Assistant Collector of customs, Excise Taxation Officer and Income Tax Officer are now more important than Land Revenue Collector.[11]

iv) Coordinative funetions:

The Deputy Commissioner performs the coordinative functions in the district; however he was a generalist and not technical. Being the head of district the Deputy Commissioner is responsible for all that goes on in his district. Most of the Government departments like Health, Education, Agriculture, Industry, Public, Works, Irrigation etc, have their own administrative hierarchies mostly on the lines of territorial jurisdiction of revenue administration and they are quite independent in their functioning. The Deputy Commissioner however coordinates the activities of various departments in his district. This coordination may be required for the speedy execution of development programmes and to ensure harmony in the fabric of administrative structure.

The Deputy Commissioner by virtue of his direct and close contact with the people of the area is also interested for the implementation of development programmes and schemes, keeping in view the desires and requirements of the people. He has to use

various techniques for ensuring continued support for the efficient implementation of programme. One of the techniques adopted is to reach decisions through committees, thereby achieving a kind of joint responsibility. The Deputy Commissioner's coordinating role is also crucial to cope with various emergencies like floods, epidemics, earthquake etc. However his coordinating role for development activities has become limited since the induction of elected local bodies. The Deputy Commissioner is no longer involved in the affairs of the local government institutions.

v) Miscellaneous Functions:-

The Deputy Commissioner performs a number of miscellaneous duties as he serves as central figure in the district administration. He organizes elections and supervises relief and rehabilitation work. He plays a key role in calamities and period of crises such as floods, cyclones, fire and epidemics.

The Deputy Commissioner as an agent of government remains constantly accessible to he people so that he is abreast of all important political and social development. It is thus inevitable that the Deputy Commissioner should exercise considerable discretion in many unrelated fields as well with the necessary incentive and drive, a Deputy Commissioner can go a long way in enhancing the prestige and power of the government and the support that it derive from the public. This is a political role that a Deputy Commissioner plays and acts as a vital link between the people and the government.

The Deputy Commissioner attends to protocol duties by receiving and seeing off dignitaries, both local and foreign. He becomes the host of the functions or meetings which are scheduled to be held in his district for the provincial or national cause or any international purpose., He inaugurates any branch of the District Red Crescent Office.

The Deputy Commissioner is aware of the targets, goals and priorities fixed by government at central or provincial level and acts as a principal agent in the implementation of all programmes and policies. He is not only the implementing authority of the policies but also responsible for some of the inputs in the decision making process for that policy.

In brief we can summarize the function of the Deputy Commissioner or District Magistrate as under:-[12]

1) Maintenance of law and order (elections processions political or religious and other meetings industrial unrest, students riots, ethnic problems, sectarian issues), interaction with police.
2) Issuing arms licences.
3) Permission for use of load speaker.
4) Preventive order (under section 144-Cr.P.C. of 107---110 Cr.P.C.)

5) Permits for operation of cinemas.

6) Allocation of magisterial jurisdiction.

7) Control over jails--inspection (welfare of prisoners, condition of premises, production of UTPS in courts).

8) Inspection of police station (premises, illegal confinement, torture).

9) Power of detention w.o. trial up to three months.

10) Supervision of EXEC Magistrates work, monthly meeting to review their works and to ensure the disposal cases.

11) Chairman District Crime Committee elected REPS associated in crime control efforts.

12) Head of Prosecution Agency (Public prosecutor) works under D.M Who can allow withdrawal of prosecution cases under 494 cr.P.C.

13) Price checking for essential commodities under Price Control Act.

14) Organizing and supervising surprise raids to check criminal activities (gamblers, dens exhibition of uncensored movies, narcotic dens).

15) Ordering judicial enquiries.

DEVALUATION OF POWER PLAN: -

When the present regime came in power in October 1999 it promised to devolve political power and decentralize administrative and financial authority at grass roots level for good governance, effective delivery of services and transparent decision making process. It started to take many steps for the realization of its promise.

The government introduced three tiers local government system, which includes (a) District Government or City District Government, (b) Tehsil or Town Municipal Administration, (c) Union Administration and Union Council. The elections of these tiers were completed in five stages from December. 31st 2000 to August 8th 2001. The local governments were inaugurated on August 14, 2001 by the Chief Executive of Pakistan.

District Government: -

The district government consists of Zila Nazim and district administration. The district administration is comprised of District Coordination Officer and Executive District Officers, who are heads of their respective departments. Under the system, there are twelve departments -including District Coordination, Agriculture, Community Development, Education, Finance and Planning, Health, Information Technology, Law, Literacy, Executive Magistracy, Revenue and Works and Services. Two more offices,

like Public Transport, Enterprise and Investment Promotion were also added in district administration.

The Zila Nazim: -

The Zila Nazim is elected by the councilors of the district for the term of four years and he can retain his office as he enjoys the confidence of majority members of Zila Council as well as the Government of Punjab. He is the head of the District Government and performs such functions and exercises such part as have been assigned to him under the Local Government Ordinance of 2001. The Nazim performs the following functions and exercises the following powers.[13]

i. He provides vision to the district vide development, leadership and direction for efficient functioning of the district government.

ii. He develops strategies and time frame for the accomplishment of relevant goals of the schemes, approved by the Zila Council.

iii. He is responsible for maintaining law and order in the district and ensures implementation of the functions. decentralized to the district government.

iv. He oversees formulation and execution of development plans, maintenance of administrative and financial discipline and preparation of annual budget of his district.

v. He presents report on the performance of the district administration to the Zila Council at least twice a year.

vi. He issues executive orders to the District Coordination Officer and Executive District Officers for discharge of the functions decentralized to the district government.

vii. He represents District Government on public and ceremonial occasions and performs other functions as may be assigned to him by the government.

The authority of the Zila Nazim is limited by the Local Government Commission, which, on its own accord or on receipt of any information or on an application, can take notice of an order or decision of Zila Nazim and can recommend to the Chief Executive of the province for its quashment, if in the opinion of the Commission such order or decision of Zila Nazim is against the public policy or interest of the people. The District Coordination Officer can also report to the Local Government Commission an order of Zila Nazim, which, in his opinion, is motivated to be unlawful act or against the interest of the people of the district.

District Coordination Officer: -

District Coordination Officer (DCO) is civil servant of Federation or of Province of Basic Scale 20 and is appointed by the provincial government in every district. The

civil servant of Federation or Province in Basic Scale 21 are appointed as District Coordination Officer in the City District Government The District Coordination Officer .performs functions as follows:-[14]

i. He ensures carrying out of the business of the district coordination of groups of offices, in accordance with the laws.

ii. He coordinates the activities of the groups of offices of the district for the coherent planning and effective and efficient functioning of the administration.

iii. He acts as a principal accounting officer of the district government and is responsible to the Public Accounts Committee (P.A.C) of the Provincial Assembly.

iv. He assists the Zila Nazim in accomplishment of administrative and financial discipline and efficiency in discharge of the functions assigned to District Administration.

v. He prepares a report on the implementation of development plan of the District Government for presentation to the Zila Council in its annual session.

vi. He initiates the performance evaluation reports of the Executive District Officers and countersigns such reports of the District Officers initiated by the Executive District Officers

The role of District Coordination Officer has been enhanced as compared to Deputy Commissioner. The Deputy Commissioner was in charge of maintenance of law and order and collection of revenue in his district. The District Coordination Officer is now in charge of twelve departments and two offices at district level. He is just like Chief Secretary of the province at district level. He is all-powerful and the heads of all departments, who are of civil servant of Basic Scale-20 are answerable to him and report to him in the pretext of coordination of the district administration. The role of Deputy Commissioner under the colonial period has been restored to District Coordination Officer.

The District Administration is new and quite different from the previous system, which needed constantly improvement and reforms. The present regime has thought best to devolve the authority at the gross root level and to provide facility at district level for all inhabitants of the area. But the practice and the application of the system will prove the fact. Apparently the system has strengthened the position of the District Management Group by creating more posts and by investing more authority in the hands of the District Coordination Officer.

The District Coordination Officer has been accepted as the principal coordination officer of the district. He is coordinating the functions of ail departments and has been

entrusted upon the position of pre-eminence not only for informing the Zila Nazim and but the Provincial Government about the happenings in the district. He commands all the administrative departments and he is the only one authority towards whom, every head of the departments will turn for guidance.

Zila Council: -

It is composed of all union Nazims in the district, 33% women, 5% peasants and workers and 5% members minority communities elected by the Zila Council. It is presided over by the Naib Nazim.[15]

Function and Powers: -

It approves byelaws, taxes and development plans as proposed by the District Government. It also approves annual budget and supplementary budget as proposed by the District Government. It elects the members of many committees such as Monitoring Committee, Code of Conduct Committee, Insaf Committee, Sports & Culture Committee, Accounts Committee and Market Committee. It also approves the proposals of the District Government for increase and decrease of number of posts in the district. It reviews the reports of performance of District Government, the audit reports of Zila Accounts Committee and measures for Flood Relief, Strom Water Drainage, Good Governance and improvement in the delivery of services.

Other Functionaries in the District: -

A brief account of the functions of the other functionaries in the district are given below:

(i) Executive District Officer (District Coordination): -

He is in-charge of Coordination, Human Resource Management and Civil Defense. He ensures that the business of his department is carried out in accordance with laws and rules. He sees that the human and the material resources. which are placed at his disposal, are utilized to improve the governance. He coordinates and supervises the activities of his department to ensure the efficient service delivery. He prepares development plans and proposes budgetary allocation for their execution. He implements the all approved plans and policies in respect of his departments. He acts as accounting officer of his department and is responsible to the District Accounts Committee of the Zila Council for all accounts of his department. He assists the District Coordination Officer with regard the coordination of all departments of his district.

(ii) Executive District Officer (Agriculture): -

He is in-charge of Agriculture (extension). Livestock, Farm Water Management, Soil Conservation, Soil Fertility, Fisheries and Forests. He supervises the activities of his department for the efficient service to the people. He prepares development plans and proposes budgetary allocation for his department. He provides information to Monitoring Committees of the Zila Council and takes appropriate actions based on the information

received from the Monitoring Committees of the Tehsil Council and Union Councils. He provides all informations regarding the functioning of his department to the District Coordination Officer. He acts as Departmental Accounting Officer and is responsible to the District Accounts Committee of the of the Zila Council.

(iii) Executive District Officer (Community Development): -

He is in-charge of Community Organization, Labour, Social Welfare, Sports and Culture, Cooperatives and Registration Office. He is responsible for the proper functioning of his department. He coordinates and supervises the activities of his department for the community development, social welfare and the development of sports and culture within his district. He also sees that his department is delivering efficient service to the masses. He is responsible to the District Coordination Officer for the good governance and proper working of his department.

(iv) Executive District Officer (Education): -

He is in-charge of Schools (boys and girls). Technical Education,. Sports (education) and Special Education. He ensures the proper working of his department. He supervises and inspects the educational institutions under his jurisdiction. He is assisted by many deputy district officers, who are further in charge of schools, technical institutes and special institutions. He prepares plans and programmes for the improvement of educational standard of the people of his district. He is subordinate to the District Coordination Officer as such he provides all informations about the educational activities to him and is responsible to him for the proper functioning of his department.

(v) Executive District Officer (Finance & Planning):-

He is in-charge of Finance & Budget, Planning & Development, Accounts, Enterprise & Investment Promotion. He is responsible for the preparation of budget and allocation of funds to all departments' within his district. He approves the plans for the development of all departments of the district. He works as District Account Officer. In this capacity, he is head of treasury and head of accounts in the district. In the former capacity he operates treasury under the direct control of District Coordination Officer, while in the later capacity, he maintains all accounts of the government expenditures, which are incurred on the salaries of the employees of all departments in the district. In this regard, he is controlled by tlie Accountant General of the province. He ensures that the business of his department is carried out in accordance with laws and the rules as framed by the Zila Council. He coordinates and supervises the activities of his all offices of the district. He assists the District Coordination Officer with regard planning and development of the district.

(vi) Executive District Officer (Health): -

He is in-charge of Public Health, Basic & Rural Health,, Child & Women Health, Population Welfare and District & Tehsil headquarters hospitals. He is responsible for

providing health facilities to the people of district. He works as an agent of the Health Department in his district and is responsible to District Coordination Officer for the proper working of his department and hospitals within his jurisdiction. He supervises District & Tehsil headquarters hospitals, rural health centers, basic health centers, women health centers and centers for population welfare. He is assisted by Deputy District Officers and is supposed to assist the District Coordination Officer.

vii) Executive District Officer (Information Technology):-

He is in-charge of Information Technology Development, Information Technology Promotion and Database. He ensures the business of his department is carried out in accordance with the requirement of the people of district. He is responsible for developing the human resource for the informarion technology and database. He is responsible for taking corrective actions based upon "the information received from the Monitoring Committees of the lower tiers. He is ..responsible to ^enforce the Federal and Provincial governments policy regarding the development of the information technology.

viii) Executive District Officer (Law):-

He is reponsible for legal advice and drafting. He vets the drafts of laws of the different departments of district and advises them for the appropriate law making procedures. He belongs to the legal profession. A lawyer with appropriate experience and standing is appointed as the Executive District Officer (Law). He is assisted by the Deputy District Officers (Law). He is the main instrument for the proper functioning of the administration and good governments at district level.

(ix) Executive District Officer (Literacy): -

He is in-charge of Literacy Campaigns, Continuing Education and Vocational Education. He is appointed by the Education Department for his specialization in literacy and education. He is responsible for the enhancing of literacy rate in his district, for the purpose he has to run many campaigns. He is responsible for the proper running of his department and carrying out all appropriate plans and programmes for the increasing literacy rate in the district He is bound by the policies of Federal & Provincial Governments for the elimination of illiteracy from the country.

(x) Executive District Officer (Executive Magistrates): -

He is not supposed for the trial functions like the Magistrates of the previous system. He is working under the direct control of District Coordination Officer and is responsible for the law and order, prices control and such other functions as are assigned by the District Coordination Officer. He does not hold different and independent office apart from the office of District Coordination Officer.

(xi) Executive District Officer (Revenue): -

He is in-charge of Land Revenue & Estate and Excise & Taxation. He is working in the capacity of Excise & Taxation officer of the previous system, who was controlling

the provincial excise and taxes throughout the district. In the capacity of land revenue and estate officer, he is responsible for the collection of revenue with regard lands and estates of the district. He is directly responsible to the District Coordination Officer in this regard. He is appointed from the revenue service and the excise and taxation. He proposes new taxes to the Zila Council for its approval. When the new taxes are approved, he is responsible for the implementation and collection of these taxes.

(xii) Executive District Officer (Works & Services):-

He is responsible for Spatial Planning & Development, District Roads and Buildings, Energy, Transport and Environment. He is from the engineering service and deals construction and maintenance of government buildings, roads, bridges tanks und wells. He is responsible for the protection of the environment of his district. He issues rout licenses to the private transporters to facilitate the people of the district for proper transportation. He ensures the proper working of his department and he is responsible to the District Coordination Officer.

(xiii) District & Session Judge: -

The District and Session Judge is the head of judicial organization of the district. He is assisted by some Additional District and Session Judges. whose numbers varies in accordance to the load of work of the district concerned. The District and Session Judge constitutes the highest court of criminal and civil in the district. He works in the two capacities i.e, District Judge and Session Judge. In the former capacity, he works as an Appellate Authority. He hears appeals in civil cases against decisions of civil judges and Judicial magistrates in the district, while in the latter capacity he tries murder cases, in which he can award death sentence subject to the approval by the High Court.

The District and Session Judge also performs certain administrative duties. In this capacity, he supervises the function of civil and criminal courts of the district. He is appointed by promotion from senior civil judges or by direct recruitment from senior advocates, through Public Service Commission. Administratively he is under the control of provincial government, while as functionary he is under the High Court of the province concerned. He is not responsible to the District Coordination Officer or the Zila Nazim for his duties. The Government is proposing to give the writ jurisdiction to the District and Session Judges within the administrative jurisdiction of the district. However, no final decision have been made in this regard.

(xiv) Superintendent of Police/District Crime Committee: -

The Superintendent of Police is the in-charge of Police force in the district or is the head of the District Crime Committee. He is assisted by Deputy Superintendent of Police (DSPs) Assistant Superintendent of Police (ASPs) who are further in-charge of police force in their respective tehsil or subdivisions. In the departmental affairs, he is subject to the instructions of Inspector General of the Provinces concerned. In

maintaining law and order, he is subject to the recommendation of the District Crime Committee. However, he is made independent from the control of District Coordination Officer of his district. A proposal is under consideration to make the Superintendent of Police subject to the District Coordination Officer, which is not yet approved.

The Superintendent of Police (SP) is appointed by the concerned provincial government either from the lot of Pakistan Police Group (PPG) selected by the Federal Public Service Commission through competitive examination or from Deputy Superintendent Police promoted to the rank of Superintendent of Police (SP).

(xv) Zila Mohtasib:-

A new post is proposed to be created for Zila Mohtasib at each district, who will be appointed by the Selection Committee comprising of a judge of High Court nominated by the Chief Justice of concerned High Court, a member of Public Service Commission and the Provincial of Ombudsman. The Zila Mohtasib shall, on the complaints by any aggrieved person or an official employed at the district level or on his own motion, undertake any investigation into any allegation of mal-administration on the part of his office of local government or any of its officers or employees.

The Mohtasib would have no jurisdiction to investigate or inquire the matter, which would be sub-judice before a court/tribunal of a competent authority or relate to any matter outside the purview of the local government. He can adopt any lawful procedure, he considers appropriate for investigation. He can give his final version regarding the matter or recommend any disciplinary action against any public servant of any office under the relevant laws applicable to him. He can dispose of the matter within a specified time or he can take any other step as deemed appropriate.

The Mohtasib would have power to inquire any person to furnish information on such points or matters as, in his opinion maybe useful or relevant. Any office or public servant fails to comply with the direction of Mohtasib, would be subject to the disciplinary action by his department. No suit, proscention or other legal proceeding is liable against the Mohtasib or his staffer or his nominee. Up till now no Zila Mohtasib has been appointed in any district.

Reforms in District Administration:-

District administration has been said to be a facilitator of change--a reliever of friction. It is also said to be a protagonist of the status quo.[16] Deviation from the traditionalism is always fraught with traumatic experiences as change require substitution of values and attitude. New alternatives reflect the need of adoption to a changing environment. To day's environment needs greater refinement in methodology to meet the requirements of "Organizational society".

In the terms of reform the first comprehensive analysis of the public service known as the Aitchison Report appeared in 1886. This led to the induction of Indians in the ICS and created provincial civil service which were entirely locally recruited. There were several other commissions notably the Lee Commission (1924) and Montague-Chelmsford Reform (1919). All these reports touched the district administration and brought many changes in its basic structure.

After independence no remarkably step was taken to bring any change in the district administration as no strong political leadership could emerged after the death of Quaid-e-Azam and Liaquat Ali Khan. Therefore Pakistan's administrative system remained substantially as it had been under the British.

First of all, a step towards administrative reform was taken by the newly formed Planning Commission of Pakistan. The commission adopted the established approach of organizational study. In 1953 and 1955 respectively Prof. Rowland Egger and Mr. Bernard Gladiex two American experts on public administration were invited to study Pakistan administrative system. Gladiex endorsed the Egger's report and recommended the decentralization of development activities from headquarters and the placing of power in the hands of Deputy Commissioner to coordinate development in the field. Although the both reports laid the ground-work for future study yet some of their recommendations were adopted, and at the same time they were not made public.

Numerous reports came after 1960. A report by the Provincial Administration Commission on administrative problems in West Pakistan dealt with field problems and recommended a series of moves--the revision of divisional and district administration, re-constitution of administrative division, establishment of clear lines of authority and responsibility from department to field delegation of a number of powers to the division and district officers, centralization of administrative and financial controls and the simplification of administrative procedures.[17]

Reference may also be made to the Cornelius Report of 1962 and 1970. Justice A.R. Cornelius headed Pay and Service Commissions; who recommended for the re-organization of district administration. The re-organization envisioned the establishment of a directly elected district council for each district as the overseer of all administration and development work.[18]

In 1973, and 1979 administrative reforms were made, but these reforms did not touch the district administration. However there is further need of reforms in the district administration.

Suggestions for Reforms

How unreal it would be to think of any type of national and rural development in which the District Coordination Officer, even if his role is limited, is excluded. At the center, the administration may turn out beautiful and extremely insightful national plans,

but these will appear not very meaningful to the population if the District Coordination Officer are not involved in translating what exists on paper to meet the requirements of human situations. The economic development of society, particularly if it is to be implemented by massive intervention of the public sector, requires the contribution of members of the civil service who have had experience of administrating a district. The civil servant administering a district can be a vital factor in the moulding of a national entity out of disparate ethnic, regional, feudal or other atavistic groupings. The vital question to pose is what the national goals of Pakistani society are, what role in accomplishing them is the District Coordination Officer expected to play, and given these aspirations, what pattern of district administration seems to be related most closely to goal achievement? What kind of training should district administrators receive, not merely to handle the technicalities of a particular position, but also to manifest the kind of behavior towards the community that is consistent with the public interest and in harmony with the general ethos of Pakistani society? What can be done to make them better attuned to the problems of development and change in the future?

The rural development programme inaugurated in Pakistan as far as back as 1953 projected the need for an organization for intensive rural work, which would reach every farmer and assist in the coordinated development of rural life as a whole. It was proposed that since the district occupied an important place in the administrative organization, development activities should be unified under the District Coordination Officer as the principal extension officer assisted by specialist officers. It was suggested that the organization of district administration should provide for a strengthening of the machinery of general administration and the integration of activities of various development departments in the district.

It is in the field of rural development that the District Coordination Officer will have to play a new and different role. For success in the development field (whose importance far outweighs the regulatory functions) close liaison between the government and local councils is of great importance. The channel of communication will obviously be the District Coordination Officer but for the satisfactory execution of development programmes, mere communication will not do. The policy system and pressure groups have since filtered down to the village and district levels, while the District Coordination Officer have to demonstrate a special ability to persuade, convince and encourage. Success can be guaranteed the District Coordination Officer's ability to bring groups together and secure decisions on the basis of merit. The emphasis on popular participation in the execution of development plans underlines the qualities of adaptability, innovativeness, responsiveness and efficiency in the district administration. Bureaucratic impersonality and computerized professionalism must give way to pragmatism and populism.

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Chapter 17
GOOD GOVERNANCE

- *Introduction*
- *Governance*
- *Good Governance*
- *Parameters of Good Governance*
- *Good Governance v/s Poor Governance*
- *Implementation of Good Governance*
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Good Governance

Introduction:

Good-Governance has got the great importance in our state as the problems of corruption, red-tapism and in-efficiency has gradually crept into administrative structure of the country and the development has stood stand still and the gap between rulers and ruled has widened. The lack of understanding between them has always stood in the way of building a system that espouses the elements of accountability, transparency and responsiveness. Today good-governance not only occupies central place in the development discourse but is also considered as a crucial elements in building the nation.

The contemporary administrative systems appear to be undergoing huge transformation. Since the issues of globalization, privatization and decentralization have come to occupy the important place, it is pertinent to recognize the fact that governance has to extend beyond the traditional bureaucratic attitudes and accept the value of transparency, accountability, efficiency and equity. The good-governance determines the manner in which human development is viewed by the society.

Governance:

Governance is more than mere management. It is not only about decision – making, priorities-settings and policies formulating, but also about implementation and result.

Governance deals with the capacity of the government to design, formulate and implement policies in general and to discharge their functions in particular.

Human Development Report 2002 of United Nations has given a new perspective to governance by terming it as democratic governance; which is essential for better human development. The democratic governance encompasses the respecting people's human rights and freedom, say in decision making, which affect their lives and holding decision makers accountable. It attempts at making the economic and social policies more responsive to the people's needs.

The governance involves all such government's activities that manages society. Governance includes a range of activities involving all cultural communities, governmental institutions (legislative executives, judicial and administrative), political parties, interest groups and all sectors (public and private sector).

Thus, the governance in any society, aims to ensure transparency through the exercise of economic, political and administrative authority. It basically strives to establish quality relationship between the rulers and the ruled. In the simplest term

governance relates to effective management of affairs of a country at all levels, guarantee its territorial integrity and secure the safety and overall welfare of the people. According to the *UN Economic and Social Commission for Asia and the Pacific*, "governance is the process through which decisions are made and implemented. In this context governance is the policy-formulation and policy implementation."

The term governance was first of all used by the ***World Bank*** in 1992, which defined governance as having three distinctive aspects (i) the form of political regime (parliamentary or presidential military or civilian, authoritarian or democratic), (ii) the processes by which authority is exercised in the management of a country's economic and social resources and (iii) the capacity of government to design, formulate and implement policies in general, to discharge governmental functions in particular.

Good governance:

Good governance related to effective management, it is anchored on legitimacy and credibility. It is participative, democratic, transparent and accountable. Observance of rule of law and equity are its essential requisites. Increasingly, good governance is involving all major stakeholders especially the private and public sectors and civil society. The good governance is not only to be efficient and effective but also has deeply involved with the needs aspirations and demands of the people at large.

The ***World Bank Report of 1989*** has conceived the concept of good governance as "a public service that is efficient, a judicial system that is reliable and an administration that is accountable to the public." ***The World Bank Report of 1992*** added "new dimensions to the whole issue of good governance; which are (i) public sector management (ii) accountability (iii) legal frame-work for development and (iv) information and transparency."

Kenneth Stowe set out six characteristics for the clarification of the meaning of good governance which are : (i) political freedom including free speech and freely elected parliament; (ii) constitutional and judicial protection of the rights of individuals; (iii) sustenance of rule of law by an independent judiciary; (iv) sustenance of economic and social development; (v) development of society as a whole through education; and (vi) executive accountability to a freely elected legislature.

Good governance is not only achieved by government itself, but it could be achieved through cooperation and involvement of a large number of people and institutions. These requirements are considered not only essential for good governance but also for the human development.

According to **Bratton and Donald**, "good governance implies a high level of organizational effectiveness without any choice as to its ideological premise."[1]

In the view of **Jeffries Richard**, "good governance is equivalent to purposive and development oriented administration, which is committed to improvement of quality of life of people without being necessarily democratic in style."[2]

According to **Etounge Manguella A**, "good governance implies presence of Rule of Law, safeguard of human rights, existence of honest and efficient government, accountability, transparency, predictability and openness."[3]

Good governance espouses freedom of information, a strong legal system and efficient administration backed by political mobilization of the disadvantaged. Good governance is a process dedicated to the achievement of the three great objectives i.e. (i) alleviation of poverty, (ii) creation of productive employment and (iii) social integration.

The changes that are being taken placed on global scale add urgent and compelling dimensions to the demand of good governance. The changes are fostered by the expanding processes of globalization, regionalism, and regional cooperation in political, economic and commercial spheres.[4]

Parameters of Good Governance

The following are the parameters of good governance, which were identified by the ***World Bank (1993)*** and *UNDP (1995)* Reports for promotion of good governance.

i). ***Participation:*** It envisages the involvement of entire society in governance through change in their subsidiary roles and direct involvement in area hitherto kept exclusively in the public domain.

ii) ***Legitimacy:*** It emphasizes on the need for a system of governance, which operates with assent of the governed and so provides means to give or with-hold their assent on the basis of popular principle of democracy.

iii) ***Accountability:*** It involves the existence of a mechanism, which ensures that both politicians and officials are answerable for their actions, performance and use of public resources.

iv) ***Openness:*** It emphasizes on the need for public access to quality information and making to all the public open all the transactions in which public interest is at stake.

v) ***Transparency:*** It involves that all the transactions are made transparently and no underhand game is played by all the concerned. Public can check the accounts of the Government, if there is a need.

vi) ***Competence:*** It demonstrates the capacity and capability to create effective policy and decision making processes in order to achieve the efficient delivery of public service.[5]

vii) ***Rule of Law:*** It involves the rule of Law, which is strictly based on the equity. In equity, every one is treated equally on the basis of justice. There is no discrimination in the administration and statecraft.

viii) ***Prosperity:*** It emphasizes on the economic development in the country in order to prosper the state and society and to alleviate the poverty.

ix) ***Responsibility:*** It provides the principle of responsible government, which is answerable to the people. The responsible government is always relevant for the

various segments of civil society to support the concern of good governance. The attainment of objectives of good governance would require political, economic, executive and judicial authority to be exercised in a manner, which ensure that the people enjoy their rights, and discharge their duties and resolve their disputes within the parameters of the constitution and rule of law.

The process of good governance is required an equitable distribution of national and international trade and foreign investment according to the international law. To increase the accountability, the freedom of informations and effective legislation are the methods of facilitating direct interaction between the rulers and the ruled. The process of transpensancy is designed to increase citizen's control and prevent corruption.

Involving citizens in the decision-making and implementation process is another goal of good governance. The ***World Development Report (1997)*** emphasized the need to bring the popular voice into decision making by opening up the channel to civil society and by decentralizing governmental authority.

Good governance demands transparent administration by involving the people directly in the administrative process. So there is need of devolution of social and political power from highly powerful central Government to the local governments. To achieve the purpose, the Government of Pakistan has planned the "Devolution of Power Programme" and implemented it in August 2001. The empowerment of the people has to be the key-stone of changes in the future. The transferring of ownership of national resources would help in fulfilling the requirements of poorer sections of the population of the country.

Thus, it is clear that good governance is not simply some thing that government can achieve or do by itself. Good governance depends on the cooperation and involvement of a large number of people and institutions. This phenomina is considered not only essential for good governance, but is important for the suitable human development. The goals of good governance i.e. participation, legitimacy, accountability, openness, transparency, competence, rule of law, prosperity, responsibility and good relation between citizens and government have to be treated as crucial parameters for all round development.

GOOD GOVERNANCE & PAKISTAN:

In Pakistan, performance of government has generally been less than satisfactory. The country started with weak political and administrative infrastructure, which was unable to create healthy traditions. Pakistan had two wings located for away from each other with a hostile neighbouring country. The political structure was monopolized by the landed gentry; which created severe strains and stresses for the new state, lagging behind the country in social and economic sectors. The country took nine long years to formulate a constitution. Before the elections were held under the new constitution, the army stepped in and put a stop to the political process resulting in the poor governance in the country. Martial Law is essentially negation of the constitution and rule of law, in which

good governance. Parliamentary system of government is the best example of responsible government.

*x) **Relation between rulers and ruled:*** The good administration always develops good relations between rulers and ruled; which results in the mutual confidence building as well as the government becomes aware about the problems of the people.

Good Governance v/s Poor governance:

Good Governance is characterized by the people participation, legitimacy, accountability, openness, transparency, competence, rule of law, equity, prosperity, responsibility and good relations between rulers and ruled. On the other hand the poor governance is characterized by arbitrary policy making, unaccountable bureaucracies, unjust legal system, abuse of executive power, wide spread of corruption, no rule of law, irresponsible governments, incompetent civil service, closed administrative system, lack of economic prosperity and restrained relation between rulers and ruled.

Good governance fosters a strong state capable of sustained growth and social development as well as institutional stability; while poor governance undermines all efforts to improve decision making process and create durable institutions.

Good governance is associated with the capacity building and exercise of political power for efficient and effective administration for the welfare of the people and the poor governance destroys the infrastructure of the exercise of political and executive powers by the bureaucracy.

Implementation of Good Governance:

Good governance would require that government machinery works with full transparency of operations and is fully accountable. The good governance sets right objectives for the welfare of the people. Good governances involves both the people, who are entrusted with responsibility to govern and the systems, which are put in operation. Good governance is not one-time effort but a continuous struggle to meet the needs of the people and fulfil their aspirations.

After the experience of centuries, it is largely accepted that the democratic form of government is most suitable for achieving the objectives of good governance. Though such governments have equally high potential for misuse, yet the rapid growth of governmental institutions and the points of interface with the common people, have resulted in restraining the bureaucracies to misuse its power. Moreover, in the today's context, with the advanced state of technology, particularly the Information Technology, growing global interaction and equally great expectations of the people are checks on the misuse of authority.

There is need to pay attention to the mechanism and modalities followed by governments to determine public policies and also critically examine whether the policies are being efficiently and honestly implemented by the governmental institutions. It is also important to see whether the governments have established meaningful linkage with

the rights of people are violated by the governments. Efficient administration is no substitute for a democratic government. Most of the ills and evils caused besetting the country backward. Its political system and instability are due to the disruption of political process. Not that the political government are the most efficient or clean but with repeated elections without outside intervention or interruption, the conditions could be created for the emergence of better and experienced leadership. This unfortunately has not happened in Pakistan. Even when, there was democratic governments the army remained involved in the politics of the country, creating hurdle for the good governance.

Now-a-days Pakistan is also facing the same problem and military is occupying the reins of government. Of course there are elected assemblies but they are directed by the military. There are elected cabinets which are powerless and are under the thumb of one person; who is the chief of armed forces. There is a document in operation; but its contents were totally changed in accordance with desire of a person; who is at the top. The real power rests outside the assemblies, the cabinet and the constitution. Then, how it will be possible to bring good governance in the country.

Good governance is also about economizing effort and careful use of national resources. It is appropriate for a heavily indebted country, in which almost one third of the population is living below the poverty line on the other hand more than six dozen cabinet ministers are enjoying with ministerial perks and privileges. The Prime Minister claims that he is keeping a watchful eye on the performance of all these ministers. Even he cannot review the work of the minister; which will result in the poor performance and poor governance.

The condition of law and order in the country is deteriorating day by day. The crisis in Baluchistan and Waziristan is increasing day by day. The Central Government is not seriously taking the problem of Baluchistan. A Parliamentary Committee was constituted to solve the Baluchistan problem, which has given its findings or recommendation. The top leadership is passing through a war situation; and no one try to stop it. This environment led to the poor governance in Pakistan and the concept of good government is vanishing hereafter.

Devolution of Power & Good Governance

Devolution of Power means to devolve the power of centre or region and distribute it into small administrative units. In other words it is the decentralization of power of Federal or provincial government to the small administrative units at district level.

The Government of Pakistan created the district governments on the basis of Devolution of Power Plan in August 2001, through an ordinance. The devolution of Power Plan based on the principle of decentralization of authority at grass root level through the transparent mactranism. The system of local government has the following objectives:

i. To devolve the administrative authority at grass-root level; which means to decentralize the authority of provincial government among the union, Tehcil / Town and district governments. Now, all decisions are made by the local governments, which were previously made by the provincial government.
ii. To make the decisions and to perform all matters through transparently methods by avoiding the corrupt practices.
iii. To improve the administration by decentralizing the administrative authority at local level; which would be able to do the job of the welfare of the people without any delay.
iv. To ensure the participation of the people in making decisions and in disposing of the people's affairs .
v. To eliminate the rural and urban divide for bringing at par the rural area with the urban areas.
vi. To allow the representation to avoid male and female population to avoid the discrimination of sex.

Responsibilities of Local Government:

The following will be the responsibilitis of Local Government:

i. Equility: We expect from the local governments to ensure equity among the local papulace by abolishing all types of discriminertion of sections and classes. The people's representatives will be able to maintain equility among all rsegments of society, as they have authority to do so.

ii. Elimination of corrpution: The peoples representativites have the authroity to supervise the economic resource and public affairs, therefore, we expect from them to do the job transparently and honestly. Which will result in the elimination of corruption from the society.

iii. Merit: The representatives of the people are at the helm of affairs, therefore, we expect from them to follow the merit and to give due to the right men.

iv. Accountability: The representatives of the people are at helm of affairs therefore, they can make the public servents accountable and responsible for their assignments.

Remedies-Steps for Good Governance

i. Change must be brought in the attitude of the bureaucracy. Bureaucrats must be told that they have been recruited for the service of the people and not to govern the people. Thus they should serve the people.
ii. The feudal system must have been abolished immediately after the emergence of Pakistan. But now we should do it for the smooth running of administration and good governance.

iii. The civil servants must be advised to remain neutral, umpartial and non-partisan. It is necessary to run the administration impartially; which will resilt in good governance.

iv. We should utilize all our national resources to equip the administration of Pakistan for good governance.

v. The accountability system must be adopted in Pakistan, which should be neutral and impartial. Every individual must be made accountable for his authority. We must follow the system of Hazrat Umar (R.A) in this regard.

vi. The pay of the civil servants must be increased according to inflation, and they should be advised to lead a simple life according to the spinit of Islam.

It is expected that these measure will lead towards the good governance in Pakistan.

4. Good Governance in Islamic Perspective

Good governance means the art of government, in which all the public decisions and other government affairs are dealt transparenly and the government officials are made responsible, and the gap between the government and the people is bridged. In this system of government all political and social group are allowed to particpate equally in the government. Public and private sectors cooperate with one another for the welfare of the masses.

There are certain paramenters of good governance i.e. participation. legitionacy, accountability, openners, transparency religious liberty, competence, rule of law, prosperty, responsibility relation between rulers and ruled and merit.

When we measure good governance in Islamic perspective we conelude that Islamic Government performs all those functions, which a good administration performs. So we can say that the Islamic government is the good governance in which equity is maintained, democratic traditions are practised, corruption is eliminated. merit is maintained, prosperous society is developed, responsible government is constituted, accountability of civil servants is maintained, planning for the welfare of the people is made, and the close relationship between the masses and government is encouraged. Thus, the Islamic government follows the principle of good governance. The Islamic government is the best alternative of good governance.

Administration in the era of Hazrat Umer (RA) is the best example of good governance. He was not only the real founder of Islamic state, but also of good governance. It is, therefore, necessary for us to know about the administration under Hazrat Umer (RA).

Administration Under Hazrat Umar (RA)

Hazrat Umar (RA) is the real founder of Islamic State and Islamic Administration. He introduced many administrative reforms and presented the real concept of administrative theory and practice. He made the administrators, the servants of the people. Whenever he appointed any governor or administrator, he directed him to see the prople with open arms.

Hazrat Umar (RA) democratized the government, because he used to present all the matters for discussion in Majlis-e-Shura, and got them passed unanimously. After the consultation of Majlis-e-Shura, he used to appoint temporarily the pious, able and trusted people in government service. If they proved their ability, their services were confirmed, otherwise their srevices were terminated.

Hazrat Umer (RA) used to make accountable all the civil servants. His method of accountability was very unique. On the occasion of Hajj, the presence of all the civil servants was compulsory. If any one had any complaint against bureaucracy he was welcomed and his grievances were redressed immediately.

All citizens had equal rights during his regime. The regime of Hazrat Umar (RA) is called golden period of Islam.

Characteristics:

i. Establishment of Majlis-e-Shurahs

He had established Majlis-e-Shura during his regime. He had divided Majlis-e-Shura into Majlis-e-Shura-e-Khas and Majlis-e-Shura-e-Aam. The Majlis-e-Shura-e-Khas was comprised of the members of his Cabinet and used to decide the general matters.The Majlis-e-Shura-e-Aam was comprised of the tribal heads and the general people, who used to decide the specific matters. All decisions were made after consultation.

ii. Division of State

He divided the Islamic state into fourteen provinces and the provinces were sub-divided into districts. In other words, whole of the state was divided into many administrative units. He had appointed many civil servants like Wali, Katab, Katab-ul-Kheraj, Sahab-ul-Hadis, Sahab-ul-Bait-ul-Mal, Qazis and judges and the power was delegated among them.

iii. Central Government

The central government was very strong during his regime. There were many departments, for example. Dewan-ul-jund, Dewan-ul-Insha, Dewan-ul-Kharaj, Waqf Department, Complaint cell etc. All the departments of central government performed the functions of service to the people.

iv. Administrative Policies

Hazrat Umar (RA) had adopted many administrative policies during his regime, the detail is given below:

a. Open the door policy

Hazrat Umer (RA) had adopted the open the door policy for the people. He had directed his governors and other government officials to keep the doors open for the people and to redress the grievances of the oppressed.

b. Accountability Policy

There was a system of the accountablity of civil srevants. Whenever he used to appoint a civil official, he used to give him in writing the appointment order, the responsibilities and other directions. The official, on arrival at his place of appointment used to gather the people and read out his order and responsibilities. The civil officials assets were recorded in official documents. If his assets increased, he was dismissed and his assets were confiscated in favour of state. Every government servant had the standing direction not to ride the horse, nor to wear fine clothes and nor to post guards at his door.

c. Land Policy

He had abolished the feudal system and distributed the land among the landless peasants. He built the canals throughout the country. He got surveyed the land of state and fixed the taxes according to survey record.

d. Merit Policy

He adopted the merit policy, while making appointments. He used to appoint the capable persons in the government offices. He appointed learned Ulama as judges, with the consultation of Majlis-e-Shurah.

e. Revenue Policy

He had formulated the revenue policy of Islamic state on the basis of three principles i.e. collect rightly, spend rightly and prevent wrong spendings. He considered the Bait-ul-Mal as sacred trust of the people. He used to say "if the Khalifah is wealthy, he should not take any thing from the Bait-ul-Mal, if he is poor, he should take according to his needs." He considered that the provision of necessities to the people is the responsibility of Islamic state, therefore, he fixed the scholarships to the needy. He had directed the people to invest their savings in some or other business, so that the wealth could not be acummulated in few hands. He also imposed some new taxes on the wealthy people to reduce the gap between rich and poor.

Pakistan is also Islamic welfare and developing state and is struggling for good governance. Therefore there is need to adopt Hazrat Umer's administrative reforms i.e., honesty, devotion, efficiency, accountability, open the door policy, merit policy and revenue policy in Pakistan. The Pakistan's bureaucracy should follow the administrative philosophy of Hazrat Umer (RA) and devote themselves to serve the people, so that the characteristics of good governance may be ensured among them.

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Chapter 18
PERSONNEL ADMINISTRATION

- *Introduction*
- *Definition*
- *Scope*
- *Importance*
- *Personnel Process:*
  - * *Recuriment*
  - * *Selection*
  - * *Training*
- *References*

Personnel Administration

Nature and Scope

Introduction

Administration and Management are used interchangeable and have no distinction. In the strict sense, administration is execution of per-determined policies; while management is the determination, execution and evaluation of these policies. Thus, administration is defined as determination, execution and evaluation of policies. The administrator may participate in the formation as well as execution of organizational policies.

In the present age, an administrator performs the four primary functions: planning; organizing; directing and controlling; while a manager needs to be aware of these managerial functions. In other words an administrator or a manager is performing the same functions. Thus the terms of adminsitration and management are interchanbgeable, having the same meanings and performing the same functions.

According to ***Lawrence A. Apply*** the President of American Management Association: "Management is the development of people and not the direction of things--Management is Personnel Administration"[1]. He maintains that management and personnel adminstration are one and the same.

Personnel administation connot usually be regarded as entirely separate from operational management. Ultimate accountability for personnel and labour relations can not be delegate to staff specialists. Top management remains accountable for the quality of working in an organization. In other words although Personnel Administration is staff function; it is always a line responsibility as well. The staff function is to help plan and administer an integrated set of specialized personnel procedures and programmes; while the responsibility permeates all level of management beginning with the chief executive to the superiors. The executives achieve results with the assistance of middle managers, who in turn depend on the co-operation, an skill of superintendents and supervisors or rank and file.

Personnel Adminsitrations as opposed to Personnel Management refers more to the design, implementation, evaluation and administraation of human resource programme; while the personnel manager's job may typically be one of supervising and directing his staff, the personnel administrator's job routinely consists of problem

identification through programme, design implementation and evaluation.[2] Thus these terms are quite similar and the duties of manager and administrators, often may over-lap and are the same.

BACK GROUND:

The management of personnel is strictly a product of twentieth century, while it is true that many customs, standards and practices owe their origin to ancient and medieval times, modern personnel managemnt is largely an outgrowth of forces set in motion by the industrial revolution, small factories of late eighteenth century grew into large ones accompained by the beginning of a strong labour movement; which complicated the task of management. As a result the twentieth cetury has wintnessed radical chages in supervision and management for the personnel."[3]

At the turn of the century, management was in the hands of owners in smaller organizations and in the hands of foremen in larger concerns, without knowing about the personnel departments.

In early twentieth century. ***Frederick W. Taylor*** and his associates infused new trends in management and expounded the scientific management, and emphasized on ability, selection and training of personnels. The exponents of scientific management did also give some attention to human aspect of the management.

Unions were another forces that led enterprises to concentrate more on the managerment of personnel. Despite a set-back to organizaing occasioned by the depression of 1907, union and fear of union altered management to the need for improved personnel administration. Other forces, like social consciousness, socialism, resentment on the part of the farmers and revulsion against big business also changed the rules of management.

The first two decades of twentieth century saw the estalishment of the of the first labour and employment department. In addition, employment manager's associations were formed and training programs were inaugurated. World War-I set the stage for development in a number of personnel techniques. The army used tests to determine mental qualifications for induction. The psychologists also worked to adapt themselves to the business[4].

The growth of a staff function in personnel management took place. In the staff-time type of organizations, it was realized that foreman needed assistance from specialists in view of mounting technical development. Functions of personnel management began to take shape. Selection expanded and reinforced by tests and refined by improved interviewing, physical examinations and reference checks. The first-rating department made their appearance for the training of both employees and supervisors.[5]

Safety as another phase of personnel administration which complete with safety engineers suppported by expanding services of the National Safety Council (1913) and encouraged by a mounting number of state workman's companion laws, burgeoned.[6]

In the late thirties, by the introduction of National Labour Act of 1935 in United States, Labour relations became full-fledged branch of personnel management. Special emphasis on wage and salary administration, during this period, was also made.

Trends reversed and emphasis changed, and stress was once again placed on the foreman, as a manager of personnel. An explosion of foreman unions during World War-II caused the dramatic chages. The trend of decentralization of management also caused the job enlargement for the foreman; which resulted in a trend toward handling the department back to the foreman.[7]

Numerous innovation took place. Management development received tremendous pace caused by increasing understanding of the importance of development as such and by a dearth of high grade management personnel. Employee services mounted wages and salary rose faster than the cost of living following World War-II necessitating refinement in control of this operating cost.

The process of democratization and participation by employees, had totally changed the principles of personnel administration and it became professionalized. To a considerable extent the mangement of today has achieved his position because of his knowledge, skill and ability and not because the control of financial assets, has entitled him to a seat in management.[8] Majority of enterprises are directed by hired professional managers.

The specialized knowledge has upgraded the personnel's status, who are steeped in the behavioral science for help in countering the various problems of management. The specialized knowledge is no longer of luxury but a need of the time, as a little knowledge is a dangerous thing. Smaller organization can hardly justify specialist, but they are quite aware of risks in assigning duties to personnel ungrounded in the subject matter.[9]

DEFINITION

Personnel Management means quite simply the task of handling the human problems of any organization. To get the work done in any organization, people are engaged in, who require three things, i.e.; the economic, social and individual satisfaction, if they work efficiently together. To meet the individual's satisfaction is the top-priority of Personnel Management.

Management has been described as "getting results through people". This is certainly the aim of Personnel Management. No management can be efficient without a sound personnel policy and the finel responsibility for personnel policy rests with the top-management, and its execution run through the whole line of management. The Personnel

Management is a special subject with its own techniques, and is the basic management function permeating all levels and types of managements in all organizations.

The term "Personnel Management" originated in America but other terms, in fashion from time to time and still in use, can be taken as synonymous, such as Labour Welfare or Labour Management Personnel or Staff Management, Industrial Relations Management, and Human Resources Management. The actual title is of little significance, if the job being done in the same. There are some who would make distinction among these, but the distinction is difficult to maintain in practice, except in very large concern, where the work can be split into sections.[10]

Accoring to the authors of a pioneering Personnel Textbook some ninety year ago. The Personnel Management "To employ qualified workers in sufficient numbers to meet the requirements of the business enterprise and to participate in all activities that will tend to keep the employee a satisfied, cooperative and productive worker."[11]

Tead and Metcalf in 1920 had also defined the Personnel Administration as, "The planning, supervision, direction, and coordination of those activities of an organization with a minimum of human effort and friction with an animating spirit of co-operation and with proper regard for the genuine well-being of all members of organization."[12]

The encompass of both these definitions can be stated in the following words; "Personnel Management is the attracting and fostering of capable human resources and the use of these resources in such a way that both their own goals and goals of organization are forwarded to the maximum extent possible."[13]

According to ***Thomaas G. Saptes***; "The Personnel Administration is a code of the way of organizing and treating individuals at work so that they will each get the greatest possible realization of their intrinsic abilities, thus attaining maximum efficiency for themselves and their group, and there by giving to the enterprise of which they are apart of its determining competitive advantage and its optimum results."

He also explained that the sound Personnel Administration means so organizing and treating people at work that they will utilize their maximum individual capacities there by attaining maximum personnel or group satisfaction and rendering their maximum service to the enterprise of which they are a part."[14]

Personnel Administration is the part of acquiring, developing and maintaining a competent work force in such a manner as to accomplish with maximum efficiency and economy the functions and objectives of the organization.[15]

Personnel Management is concerned with obtaining, organizing and motivating the human resources required by the enterprise; with developing an organization climate and management style, which will promote effective effort and co-operation and trust

between all the people working unit; and with helping the enterprise to meet its legal obligations and its social responsiblities towards its employees with regard to the condition of work and quality of life provided for them."[16]

The Institute of Personnel Management United Kingdom, as well as Indian Institute of Personnel Management have adopted the follwing definition:

"Personnel Management is the part of the management function, which is primarily concerned with the human relationship within an organization. The objective is the maintenance of those relationship on basis which by consideration of the well being of the individual, enable all those engaged in the undertaking to make their maximum personal contribution to the effective working of that undertaking."[17]

Jucious has also given a detailed definition of Personnel Adminsistration as "that field of management, which to do with planning, organizing, directing and controlling the functions of procuring, developing, maintaining and utilizing a labour force to attain the objective of organization economically and effectively, to serve the objective of personnel to the highest possible degree, and to consider and review the objectives of community".

Thus, the Personnel Management is the planning, organizing, direction and controlling of the performance of operative functions of personnel. These operative functions have been specified as being the procurement, development, compensation, integration and maintenance of personnel of an organization for the purpose of contributing toward the accomplishment of that organization's major goals or objections.[18] A brief elaboration of the component parts of the definition is given below:-

a. PLANNING: It means the determination in advance of a personnel programme. It is an attempt to head off trouble, to prevent as many problems as possible from arising. It is a hard work, for it involves the ability to think, to analyze and to reach decision.

b. ORGANIZING: It is desigining the structure of relationship among jobs, personnel and physical factors. It entials the assignment of duties and the coordination of efforts among all personnel for achieving objectives.

c. DIRECTING: It is defined as guiding personnel to attain objectives. It pertains the arriving at decisions and the issuing of orders and directions for the guidance of the personnel so that they to go work willingly and effectively.

d. CONTROLLING: It is the process of determining that the work was carried out in accordance with the plan. It involves observation, comparison, and correction of deviations that have occurred. It is a regulating activity in accordance with the personnel plan, which was formulated on the basis of fundamental organizational goal.

The personnel operative functions are procurement, development, compensation, integration and maintenance.

Procurement is the obtaining of the proper kind and number of personnel necessary to accomplish organization's goals. It deals with the determination of manpower requirements and their recruitment, selection, and placement. Determining manpower requirements refer to both number and quality of Personnel.

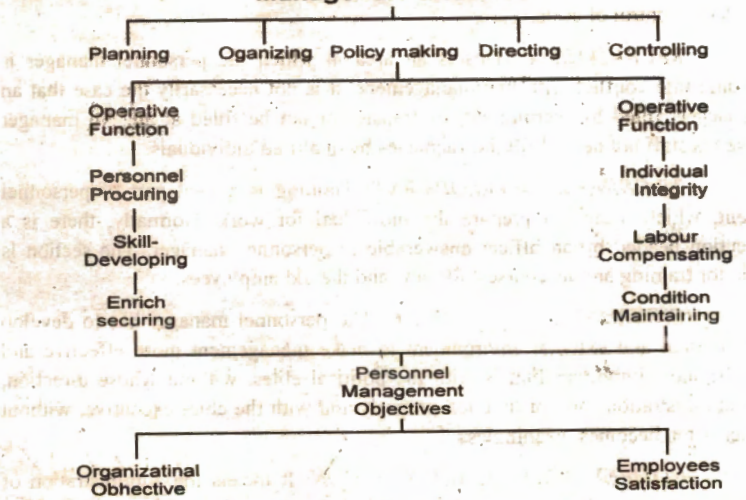
Development had to do with the increase of skill through training, that is necessary for proper job performance. This means an understanding of adult learning methodologies relating training efforts to organizational goals, and evaluating effort.

Compensation means the adequate and equitable remuneration of personnel for their contribution to organization's objectives. It also involves the pension and other benefits packagd.

Integration is concerned with the attempt to affect a reasonable reconciliation of individual and organizational interest. Consequently, we must deal with the feelings and attitude of personnel in conjunction with the principles and policies of organizations. Thus there is need to establish good relations between the organization and the personnel.

Maintenance is sustaining and improving the conditions that have been established. It involves the specific problems of maintaining the physical conditions of personnel including health safety and security and security of maintaining favorable attitudes towards the organiations.[19] as shown in table 18.1

TABLE 18.1
Managerial Functions



SCOPE

The Personnel Management activities are the prerequisite of the personnel department. The line manager has the responsibility of carrying through personnel policies and of accomplishing results through and with the people. He leads, persuades, and influences individuals through personal capabilities. He organizes, motivates, trains, communicates and coordinates all the personnel of the organization.

The scope of the personnel management is very wide and is becoming diversified. as the number of personnel is increasing in magnitude and complexity. It is classified as follows:

a. *MANPOWER PLANNING:* It is the process by which an organization ensures that it has right number of qualified people available at the right time performing useful jobs[20]. The main elements of the manpower planning are:

I. Definition of corporate policy of the organization leading to an overall corporate plan.

II. A forecast of demand for particular number, skills and expertise.

III. An inventory or audit of current personnel.

IV. An analysis of manpower supply.

V. A programme of recruit, train transfer or reduce staff.

VI. Control of costs.

b. *RECRUITMENT:* This is an area in which the personnel manager is likely to come into conflict with line management. It is not necessarily the case that an actual vacancy is filled by recruitment, by transfer or not be filled at all. No manager likes to lose his staff but he will fill the vacancies by qualified individuals.

c. *TRAINING & DEVELOPMENT:* Training is a vital part of personnel management, which means to prepare the individual for work. Normally, there is a training section headed by an officer answerable to personnel manager. The section is responsible for training and its courses, for new and the old employees.

d. *ENVIRONMENTAL LINKAGE:* The personnel manager has to develop links with internal and external environment to make management more effective and efficient. The most important link is with the political elites, without whose direction, personnel administration can not function properly and with the chief executive, without whose supervision becomes meaningless.[21]

e. *COMPENSATION ADMINISTRATION:* It means the administration of salaries and wages of employees; which is largely determined by the personnel department. Basic wages and salaries are now augmented by incentive-payments, profit-

sharing, productivitiy rewards, bonuses and other related schemes. Compensation also covers free or subsidized meals vouchers, preferential loans, conveyance allowance, free medical treatment and non-contributory pension schemes etc.[22]

f. CONTITUTIONAL PROVISIONS AND EXECUTIVE ORDERS: The personnel has to function in accordance with the constitutional provisions and executive orders of a country. Therefore, there is need to understand the constitution and its laws and to know about the scope and limitation of a personnel manager. Since there is an independent judiciary to deal with the personnel issues.

g. GENERAL EMPLOYEE SERVICES: Group insurance, pension, medical insurance, sickness, leave pay plans, loans, social and recreational programs, canteeen facilities, house magazines, counselling services and increased holiday entitlement are included in general employee services. Decisions regarding these programs are always made by top-management, upon the advice of personnel manager.

h. MODERN HUMAN RESOURCE TECHNIQUES: In the past few decades the research work was carried out by the personnel scientists, aimed at developing techniques which will enable managers to obtain best results from their labour forces. For examples test helps in selection, and incentive schemes help in progress: which are the concepts emerged from personnel practice. The job satisfaction, job-motivation and the organization development are techniques of personnel management.

i. COMPLIANCE WITH GOVERNMENT LEGISLATION: Legislation has exerted an impact upon personnel management. Pressure on organizations through legal intervention has certainly done a great deal to add importance to the job of personnel management. Employees have been accorded protection, safety and rights, through the governmental legislation.

j. INDUSTRIAL RELATIONS:-Industrial relations is now one of the major functions of the personnel department. It covers not only negotiations with trade unions but the entire system of communicaiton, between the labour and management. Negotiations with trade unions are not restriction on wages, but are concerned with other conditions of employment, such as holiday entitlement, pension scheme and so on. Therefore, there is no need of to understand the role of unions in personnel management and administration.

IMPORTANCE

Quality of an organization always depends to a great extent, upon the quality of employees engaged in its operation. Personnel move the administrative machinery forward. They play dynamic and creative role in implementing the policy and programmes for progress and development, within an institution.

According to the ***Ferrel Heady***, the importance of personnel administration is almost universally recognised amongst commentators on development. Visually an effecitve bureaucracy is coupled with a vigorous modernizing elite as a pre-requisite for progress.[23] Three Ms (Men, Money and Material) are required for developmental tasks. Men determine the quantity and quality of performance and out put. The contribution of money and meterial to performance depends substantially upon their manipulation by the men in an organization.

Personnel Administration plays very effective role for a good administration. ***Walter R. Sharp*** has rightly remarked, "good administration is a composite of effective organization, adequate material facilities and qualified personnel. Even poorly devised machinery may be made to work if it is manned with well trained, intelligent, imaginative and devoted staff. On the other hand, the best planned organization may produce unsatisfactory results, if it is operated by mediocre or disgruntled people.[24]

Personnel constitutes an integral part of the organization. If they have skills aptitude, integrity and organizing capability, then they can make their organization, the most effective institutions in the nation building process.

Whatever the constitution of a country may or may not provide for welfare. It will depend upon the way in which the country is administered, and who administer it. It requires men of skill, men of vision and men of character. If they are men of skill, vision and character then they can work for the betterment of people.

There is a general tendency in the organizations all over the wirld, to lay emphasis on material and to ignore the personnel. Such organizations always collapse and the process of development can not taken place. The main reason for this is the lack of effective personnel management. Personnel properly selected and given job of their choice peoduce excellent results otherwise they are a liability on the organization.

The personnel department implement the code of rights and duties, within an organization. It provides rights for the individual employee and imposes duties upon the employer. In other words, the personnel advise and help in getting rights by employees and in discharging duties by employers. Thus the personnel specialist will therefore function as

a) a repository of knowledge as to the rules.

b) an adviser or trainer as to the management in athe application of these rules and:

c) a monitor of their application, which must in their emphasis careful record keeping.[25]

The future of an organization is concerned with assisting the organization to adopte to changing economic,technological and social conditions..Changing societal

values, the rapid development of new technology and the harsh economic climate all require organizations to adopt new strategies of human resource management. The personnel managers spearhead these new strategies. There is now an urgent necessity to tackle human and organizational problems. The needs of individuals must be integrated with the goals of the organization. The good personnel is fully equipped with to meet the challenge.

SPECIFIC AREAS OF STUDY AND SUBSEQUENT BENEFTTS OF PERSONNEL MANAGEMENT INCLUDE THE FOLLOWING:

a) Communication:

The aim is to increase the openness of communication among people, of all levles in the structure and departments and to build into the system of process of feedback of performance and attitudes to aid in making adjustments. The Personnel department communicates directions from top to bottom and conveys compliance them to top. It works as a liaison between the chief executive and the employees.

b) Sense of Commitment:

Managers and employess can be expected to increses their degree of responsibility for planning and implementation, to acquire a greater sense of responsibility for the sojective of the organization.

c) Decisions Making:

Decisions are made on the basis of informations collected by the personnel. Decisions are always best if the personnel are skilled, well-equipped, and capable to do their jobs.

d) Collaborative Effort:

Collaborative efforts are always carried out by the personnel management. This energy should be harnessrd for more constructive purposes.

e) Organization Structure:

Organizational structure is built up by the personnel management. Often structure is developed in a completely arbitrary format than a planned and controlled lines.

Finally the personnel management play very important role in implementing the policy and programmes for progress and development within an institution as well as within a government. Particularly, in the developing countries, the personnel management is very beneficial for public administration and administrative machinery. In the country like Pakistan it plays very dynamic role. The country's modernization mostly depends upon the quality of employees engaged in its machinnery. The good presonnel management can produce the qulaity of employees engaged with machinery. The Civil Service of Pakistan is the legacy of British Government; which lacks the quality of

honesty and devotion among its members. Therefore, there is need to recruit honest and capable individual for civil service and to train them by inculcating Islamic teachings and Pakistan Ideology among them. We can meet this need through the proper personnel administration. Thus there is dire need of Personnel Management In Pakistan.

Personnel Processes:

Following are the personnel processes:

i). Recruitment

ii). Selcetion and

iii). Training

(1) RECRUITMENT

There is no function in the Civil Service Administration, which is more important than recruitment, It is of vital importance to the administrative structure; for it determines the tone and calibre of the public service and on it rests the usefulness and relevance of the machinery of government to the society.[26]

According to the ***Commission of Inquiry on Public Service Personnel,*** appointed by Social Science Research Council of United States "No element of the career service is more important than the recruitment policy".[27]

The recruitmeat process has always been the central point of interest ia a public personnel programme. It is the coner stone of the whole personnel structure. Unless recruitment policy is soundly conceived, there can be littte hope of building a first rate staff.[28]

A defective recruitment method can inflict a permanent weakness upon the administration. The need of sound recruitment policy, therefore gets evident. Before, any can make much progress towards administering a public programme, the political system must recruit and train a group of public administrators.[29]

The term recruitment has a limited and specific meaning. It is total process by which an organization gathers individuals to occupy its various positions[30] or it is the process of exhausting all the sources for finding prospective employees.[31]

Recruitment simply, means, securing the right people for particular jobs and it may take the form of advertising for large groups of employees or tracking out a highly skilled individuals for special work.[32]

The purpose of recruitment is of two folds: negatively it tends to score out favoritism and political influence; positively it seeks to attract able and qualified candidates to Civil Service[33]

A sound recruitment Policy has certain basic elements and positive programmes:

i) Discovery and cultivation of the best employment market for position involved:

ii) use of attractive recruiting literature and adequate publicity;

iii) employment of upto date tests of high selectivity and reliability;

iv) adequate research of candidates from within service;

v) a placement programme that puts the right man for right job; and

vi) a follow up probationary programmes as an integral part of the selection process.[34]

Methods of Recruitment:

There are two methods of recruitment, one is recruitment proper and the other is promotion. The former refers the recruitnent from without; which believes in equality of opportunity. The. later is one, in which appointment to the higher posts in the service is made only from within the service itself either through a system of promotion or through restricted competitive examination.

1) Recruitment Proper:

The method is subdivided into "Merit Systems" "Spoil System" and "Education System". Brief explanations or\each is given below :-

1. Merit System:

The Merit system commonly means a system, in which the appointment and conditions of service of an employee are determined solely at his own intrinsic merit, which includes his educational and technical qualifications, personal qualities and physical fitness. Civil servants should be selected on the basis of merit rather than the ascriptive criteria of caste, race, class or language. ***Heclo*** refers to this selection by neutral competence.[35]

In its broadest sense a merit system means a personnel system, in which comparative merit or achievement govern each individual's selection and progress in the service and in which the condition and rewards of performance contribute to the competency and continuity of the service. Simply the merit system is that bureaucracy must be able to recruit the best possible personnel the "merit recruitment is the logical means of filling the available position with the most qualified personnel.[36]

The entrance provision of a merit system are ordinarily founded upon a plan of open competition by which candidates are appraised as to their relative fitness for duty in a position, an occupation, or a service. Following are the elements of the merit system.[37]

1- ***Adequate Publicity :*** Job openings and requirements must be made public so that interested citizens have a reasonable opportunity to know about them.

2- ***Opportunity to apply :*** Citizens who are interested must have a chance to make their interest known to receive .consideration and to apply.

3- ***Realistic standard :*** Qualification standards must be reasonably related to the job to be filled and must be applied impartially to all who make their interest known.

4- ***No discrimination :*** The standards used must contain factors that are related only to ability and fitness for employment without any discrimination.

5- ***Ranking on the basis of ability :*** The very essence of competition implies a ranking of candidates on the basis of a relative evaluation of their ability and fitness, and a selection process which gives effect to this ranking.

6- ***Knowledge of results :*** The public must be able to find out how the process works, and what are the results and anyone who believes that the process has not been applied properly in his own case must have a chance for administrative review.

In the centralized pattern of recruitment there is a central civil service organization of some sort that is responsible for advertising new positions, testing applicants; and selecting some smaller set of applicants for final selection by the agency seeking the employee. The usual procedure is that the agency notifies the personnel organization of the position, a competitive examination is held, and then the agency seeking the person, is sent a list of three or more names from which to select the new employee. The selection may be made on the basis of personal interviews or simply by taking the individual with the highest score on the examination or by any other rational criteria. This means, of recruitment obviously meets the requirements of merit recruitment. Competitive tests are used to fill the position; these tests are centrally administered to prevent bias, and the hiring organization accepts only those deemed qualified on the basis of the examination. In practice, there may be ways around the merit system, especially for those who have professional qualifications, for example, physicians, lawyers, librarians, and the like. They may be qualified simply on the basis of their degrees and certificates and require no further examination.

Advantages: Merit system has been widely adopted in the world due to its numerous advantages, which are as under :

Firstly, it brings out administration from the morass of political intrigues and personal caprices. It runs administration on scientific lines and increases its efficiency.

Secondly, it puts the right man at the right job and full justice is done by providing equal opportunities to all to compete for any civil office.

Thirdly, the adoption of equitable rates, remuneration and proper retirement benefits relieve employees from economic worries.

Fourthly, neutral administrative structure, above the party-politics is possible in merit system.

Finally, employees will not have the temptation of making money as they are permanently in power, till retirement.

(ii) Spoil System:

It means a system under which public office is considered and used as spoils to be enjoyed by the political party victorious at the polls. Under the system a candidate who has appointed on political considerations can not hope to retain his office, when the opposite party secures victory at polls. An incumbent is hired as public official on coming his party in power and is. fired on going out his party from the offices.

The system requires that political appointees be selected for some combination of political disposition and administrative talent. All political systems have level, at which appointments are quite clearly political and policy making positions. They also have not job for which appointment is made on routine basis or on merit. The President of United States has the ability to appoint four thousand people to offices including three hundred for top policy making posts and four or even five echelons of political appointees may stand between a career civil servant and the cabinet secretary.[38]

The political executives are appointed to offices without tenure and they have the policy making powers and are outside the civil service system. Thus the political executive's share is their lack of job security and their high level of rank.[39] This system is also designated as "Hiring and Firing" public officials and employees because on coming in power the certain party personnel are hired and on loosing the elections, they are fired.

Merits:

The system has certain merits, (i) It is democratic that is why the Americans have adopted it. They have faith in democratic principle i.e. no. man has more rights than another, (ii) The system is very simple. One has to follow no complex procedure, while one is assuming as officialdom capacity, (iii) The system is consistent with the system of party government, The policy envisaged by a party can be properly implemented by officials, appointed by the party's leader, (iv) The system is very effective means of stopping government from becoming a caste alien to the people as it maintains the responsibility of officials to the people.

Demerits:

The Spoil System also suffers from some defects; which are:

i) It causes a profound degradation of life of the politician, public servants and even the common citizens. The spirit of public service is completely damped as its place is taken by selfish political workers.

ii) The sound principles of efficiency and economy are replaced by party consideration, group adjustment and personal caprice.

iii) The public servant can not develop the sense of responsibility in the absence of life tenure. They can make illegimate use of power of their offices for personal and party end.

iv) It creates vested interests in public offices of major political parties. That is why America can not get rid of it inspite of movement for reform in civil service has been going on since the early half of nineteenth century. The President Garfield was murdered by the disappointed office seekers, who wanted to effect the reforms.

(iii) Education System:

In general, recruitment to policy-making positions requires some sort of post secondary education, with major question becoming the degree of specialization of that education. This is to the new standard argument between the advocates of generalists and specialists in public bureaucracy.[40] The generalists individuals are recorded for the top role in the Civil Service, largely on the basis of general abilities and performance in post-secondary education. The specialists stress on the special education and training for the employees. But in United States people are recruited to civil service on the basis of having some particular educational qualifications prior to entry. The holders of Master of Public Administration degree are eligible for the appointment as administrators.

Education is the important characteristic in describing public administrators, especially for those, at upper level of hierarchy. The relationship of education and class in recruitment of administrative personnel should have led us to expect well educated group of people serving as upper-echelon administrators. The administrators tend to have some form of post-secondary education or the graduate degree. The system places high value on the concepts of "professionalism" "specialization" and "expertise" and that their rise in the public service has had profound impact on the more traditional civil service system. They must be professional having special knowledge and large experience on their credit.

2) Recruitment by Promotion:

According to the method, the recruitment of civil servants is made within the service through the system of promotion. Generally speaking the recruitment from within is promotion. It is process of recruiting and selecting the staff from within involved. Filling posts from among individuals already in the service means movement of personnel by promotion and transfer. Promotion is an important aspect of civil service and is of vital importance for the continued efficiency of public service. In the system, an individual career is administered in a planned manner; he is expected to advance upward through several hierarchical positions, in which, he can use his professional expertise in increasingly responsible and effective ways. Promotion is a reward to an employee which

entails a change in his position and status. The promoted rises to a higher rank in the organizational hierarchy and pay scale, which is often accompanied by additional responsibilities in new post.

According to ***Prof. Stahl***, "Opportunity for advancement and chances to make the best possible use of one's capacities form one of the well springs of human motivation. The proper determination of positions which can be filled by selection of the ablest employees for advancement, the development of employees to their maximum usefulness and the proper balance between inside and outside recruitment lie at the very heart of good personnel administration.[41]

Promotion of all types of civil services has certain eligibility criteria, personal qualifications and service status:

a) Personal qualifications of the candidates include educational standard, professional training or experience or any specially laid down personal qualification, like physical fitness, social and other qualities.

b) Service status is another relevant factor for determining eligibility for promotion. This refers to the range of selection of candidates' for promotion. The range may be confined to a section or department or division or ministry.

There are two main principles on which the eligibility criteria for promotion can be fixed; which are:-

i. Seniority Principle:

The seniority principle in civil service is widely prevalent as a method of promotion in most of countries of the world, as it eliminates the chances of favoritism and corruption. It also reduces unhealthy rivalry or bitterness..

However the system does not necessarily lead to selection of the best among available. It also leads to demoralization and complacency of the talented officials.

ii. Merit System:

This means that promotion may be made on the basis of merit; which ensures that the best person is promoted to the higher post. This will encourage hard work and efficiency, reward talent and increase morale in the services.

(2) SELECTION

Selection is also called personnel selection or employee selection programme. Its object is to choose for employment, those applicants, who best meet an organization's needs in particular jobs.[42] Most executive play some part in selection and higher the executive, the greater the part he will play. It is important that all executives know about

techniques available and the extent to which they may help in making a decision. Every executive knows better in selecting and handling people.

Procedure:

It is any measure, combination of measures or procedures used as a basis for any employment decision. Selection procedures include the full range of assessment techniques from traditional paper and pencil tests, performance tests, training programmes or probationary periods and physical, educational, and work experience requirement through informal and casual interviews and unscored application forms.[43] The guidelines on employment selection are designed to assist employers, labour organization, employment agencies, and licensing and certification boards to comply with requirements of the law prohibiting employment practices that discriminate on grounds of race, colour, religion, sex or nationality.

The aids to selection that have been developed so far are examination of the candidates, past record, test of actual performance, psychological tests of various kinds and interviews.[44]

i) Past Record:

Under the system, the whole record of the work both educational as well as occupational of candidates is examined. The head of the department, in which the candidate had been serving or studying, maintains a regular record of experience of the employee. Every organization uses an application blank, on which candidates are asked to list educational attainment and past experience. The forms are so designed to provide informations that will give clues about personality.

For the higher positions the application form provide insufficient information on the past record. So, the application is supplemented by "Resume"; which will give more informations on education and experience.[45]

ii) Interview:

The first use of interview-device' was made in England in 1909 to select the managers. Later on, it was established as a part of the selection process for administrative class and then extended to other classes. Many people believe that they can get better idea of the candidates' total personality by face to face than any other way.

There are some qualities that can be judged only in an interview - manner, neatness of appearance, and initiative. Presence of mind, ability to meet other people pleasantly and make a good impression at once, are very important factors for jobs.

To an alert interviewer, the interview will also provide clues to intelligence, breadth of interests and general attitude toward work and life. It is the skill of interviewers to get the people talk naturally.

In interview some candidates may talk intelligently. but do not act intelligently. Some can conceal unpleasant disposition temporarily. Some have decisive manner but are actually indecisive, other may seen very hesitant, but act quickly, surely wisely in an actual on the job situation.[46]

iii) Intelligence Tests:

The intelligence test was devised by Messers ***Binet*** and ***Simon*** of America[47] in 1905. It is device of measuring the mind through tests of mental ability. The intelligence tests are among the oldest types of tests and have given to millions of people. Every college student is familiar with these tests, since they are widely used in schools, colleges and universities. These tests contain questions designed to measure vocabulary, ability to do mental arithmetic, and ability to produce logical conclusions.

At one time these tests were considered completely valid and reliable to measure intelligence and ability, but later on many other factors - emotional and situational began to affect the performance over a period of time. More recently, psychologists believe that family back ground is very important to affect the scores. The boy, who comes from an educated family, is likely to make higher scores than the one from a home in which there is no book and no discussion. The higher the scores, the higher the educated family the interviewee belongs to.

The intelligence tests are useful for teenagers and not for the adults, as the chronological age is not used to produce the quotient, because basic intelligence is not believed to increase much after the middle age.

iv) Performance Tests:

Performance tests are employed to recruit personnel for skilled crafts and trades like engineers, doctors and mechanics. The candidates are asked to do the job for which, they are being employed. Only in few jobs, test of an applicant is possible. For example typist is asked to copy a page or two. But in most of the jobs, the device is not applicable. These tests may be used by themselves or they may be supplemented by written tests regarding the knowledge of the trade.

Another test, sometimes, used for candidates for management, trainee position is the "in-basket test" designed as a test of judgement. The candidate is given an in-basket of papers - letters, memoranda from various departments, reports and so on dealing with various situations that might arise on the job, and asked to state, what he would do under the circumstances. The candidate must, therefore, weigh the urgency of each problem and effects of various courses of action on various departments.[48]

Another test is designed mainly to determine 'promotability', which brings small group of people together to work on the type of problem that might arise in real life, Each group is given a different problem and is asked for solution. Observers watch the group in

action and note the extent to which each member displays ability to lead others, to make logical decisions and to suggest practicable innovations.

v) Aptitude Tests:

Military service in U.K. and some universities in U.K. and United States have developed the method of measuring the aptitude of the candidates. These tests may also be of paper-and-pencil tests, in which candidates have to perform delicate manual tests, such as arranging very small pieces of material into some pattern. For example a test shows four irregularly shaped figures and three to four larger ones, each composed of same number of pieces. The testee is asked, which of larger. figure can be formed by putting the smaller ones together.

vi) Personality Tests:

Personality tests have devised by psychologists to test the personality of the candidates. For. example, measurement of emotion, temperament, introversion - extraversion by Laired Personal Inventory of confidence and social-ability by Bernreuter Flanagan Personality Inventory of ascendence and submission by Allport A.S. Test.

Another device for discovering personal qualities were the "projective tests", because instead of being asked to choose a set of answer by making a check mark, the candidate is required to make up an answer out of the whole cloth and so project himself. ***One of*** these is a type of test, namely "Inkblot" tests. Here the subject is shown a series of inkblots and asked to state, what pictures the outlines seem to form.

Another is the "Sentence Competition Test". This presents beginnings of several sentences which the candidate must complete.

Third is the Thematic Appreciation Test (TAT), in which the applicant is asked to describe the situations portrayed in a series of pictures.

All the types of personality tests have been criticized as "culturally - oriented", to people with middle class back grounds and therefore, unfair to those, with low income back ground. Moreover those are very complex and expensive and is used only in military service.

RECRUITMENT AND SELECTION IN PAKISTAN:

The bureaucracy of Pakistan is divided into three categories i.e. generalist administrative service, functional service and specialized service. The generalist administrative service is the Civil Service of Pakistan, the functional service is comprised of Audit and Accounts Service. Taxation Service. Military Service, Custom and Excise Service and Railway Accounts Service; while the specialized service is regarded as the Central Engineering Service and Geological Service of Pakistan.[49]

Among the central service, the Civil Service of Pakistan played a preponderant role in the political system. It is the pivotal service around which the entire administrative edifice, central and provincial is organized.[50] Like the administrative class in Britain, the Civil Service of Pakistan constituted the 'crop d 'elite' within the service structure. The member of Civil Service of Pakistan are generalists and hold administrative and judicial posts; while their counterparts in Britain are mainly concerned with formulation of policy, the coordination and improvement of government machinery and the general administration and control of departments of the Public Service.[51]

Since 1977, there are four avenues of recruitment to Civil Service of Pakistan. ***First*** is direct recruitment and direct recruits enter the civil service through Combined Competitive Examination for Central Superior Services (CSS); which is administered by the Federal Public Service Commission. ***The second*** avenue is military recruitment. Military personnels are appointed against the 10 percent posts of grade 17 and 18 on permanent and regular basis; while the senior vacancies are filled by military officers on contract basis after retirement. Military recruits are selected on the basis of recommendation of high powered Selection Committee chaired by President. ***The third*** avenue is initial recruitment. Initial recruits enter the bureaucracy through answering advertisements against vacancies in relevant ministries and departments. Federal Public Service Commission advertises such posts defining requisite qualifications, and conducts interview. Initial recruits enter the service at a rank commensurate with the responsibilities of the relevant vacancy approximately 500 initial recruits enter the Federal bureaucracy annually, 300 at officer level ranks.[52] ***The final*** avenue is adhoc recruitment. These recruitments are made by the relevant ministry/department wherein the vacancy occurs. The commission is authorized to regularize such appointments.

The Government of Pakistan has followed the Weber's model of bureaucracy, which is that bureaucrats are recruited on the basis of merit rather than ascriptive criteria like caste, race or class. The underlying assumption is that recruitment via merit brings the most qualified personnel into Civil Service. Thus it increased efficiency and detachment. The Government of Pakistan has adopted the merit system or open competition as the direct method of recruitment, and the members of civil service are recruited by open competitive examination based on "equality of opportunity to all, of a certain age; a certain standard of education, but its openness is preserved by the absence of any rule giving preference to or excluding any general class or applicant from entry.[53]

At present the selection of direct recruits to Federal Civil Service is consisted of two equational steps. ***The first*** consists of a combined competitive examination (CSS examination) which is conjunction with regional quotas determines both initial selection into service and assignment to occupational groups. ***The second*** is joint pre-service training at the Civil. Service Academy, a prerequisite for taking up assignment in one occupational group.[54]

C.S.S. EXAMINATION:

All candidates, who wish to take Central Superior Services Examination, are required to fulfil three conditions. ***First*** they must possess at least second division bachelor degree in Arts or Science from Pakistan or foreign university or the equivalent qualifications. ***Second,*** they must be between the age of 21 to 28 years on 1st July of relevant year. In the case of government servant, who has rendered at least two years continuous service on 1st July of relevant year, the upper age limit would be relaxed upto 5 years to the age of 33 years. ***Third*** they must be citizen of Pakistan including Azad Kashmir and Federally administered tribal areas.

Fulfilling such pre-requisites, candidates may participate Annual Combined Examination; which is approximately held in June/July of each year on the British pattern, by the Federal Public Service Commission. Typically, a candidate devotes several months subsequent to graduation in preparation for the examination. It is also common for candidates to appear thrice in the examination, in order to improve their relative standing in the merit list.

The C.S.S. examination consists of four parts; a written examination; psychological test; interview and medical -examination. The principle of selection by written examination is regarded one of the best methods for testing the candidates and recruiting them for the superior service in Pakistan, The method is best suited to the system of the country like Pakistan. The written examination is supplemented by psychological tests, interview and medical check-up.

The written examination carries a total of 1200 marks, divided between compulsory and optional subjects. The compulsory subjects include English (general and essay) Pakistan Affairs, Current Affairs, Every Day Science and Islamic Study with having the candidates knowledge of self-elected academic disciplines. Regarding the optional subjects a candidate has to choose a combination of subjects to total 600 marks out of many groups of subjects. A candidates can not opt more than papers of 200 marks from each group. The major optional subjects are: P litical Science, Economics, History of Pakistan and India, British History, European History, Islamic History and Culture, English Literature, Statistics, Mathematics, Advanced Accounting, Physics, Chemistry, Botany, Zoology, Psychology, Philosophy, Law, Constitutional law. Mercantile Law, Muslim Law and Jurisprudence. International Law and Relations, Public Administration, Agriculture, Astronomy, Military Science and a regional language.

To qualify the written part of examination, it is compulsory for the candidate to secure at least 40% marks in every compulsory subject and 50% marks in aggregate of all compulsory and option subjects.

Psychological test follows the written examination. After qualifying the written examination, candidates are required to take a series of tests conducted by a team of

Psychologists attached to Federal Public Service Commission. These tests i.g. individual discussion, group discussion, intelligent tests and interview with psychologist are conducted in order to judge the mental ability of candidates. Psychological tests are complementary to the interview; which is insufficient to test the personality and character of the candidates. Such tests ensure that the candidates possess not only high level of intelligence and academic knowledge, but also have high qualities of personality i.e. clarity of thought and expression, self-confidence, intellectual integrity, self-possession, breath of outlook, and sense of moral and social values - qualities which must be looked for in persons holding responsible administrative positions in any democratic welfare state.[55] These tests carry no marks but adverse findings may affect the candidature.

Interview is next step. Candidates are then subjected to an interview before all the members of the Federal Public Service Commission and other senior governmental officials. In the interview, the candidate's suitability for the service is assessed. The interview board attached particular importance to the candidate's intelligence, alertness, vigor and strength of character and potential qualities of leadership.[56] The candidates have to obtain 100 marks out of 300 marks in the interview; otherwise, they are considered to be failed.

Medical Examination comes at the last. Subsequent to the completion of written examination psychological tests and interview, scores are totalled and the candidates are declared successful subject to be declared medically fit and the number of vacancies and regional quotas. The successful candidates in both parts of examination are examined by the Medical Board constituted for the purpose. They must in good mental and bodily health and free from any physical defects. Overall the successful candidates are assigned to an occupational group and undertake pre-service training at the Civil Service Academy, Lahore.

3. TRAINING

Training is an organized effort to increase the capabilities of individuals and modify their behavior in order to achieve previously determined objectives.[57] It is well articulated effort to increase competence in public service by imparting professional knowledge and specialized skills, required for efficient performance in the current period, but provides for future growth with its added responsibilities.

If compensation is a reward for existing ability, training is an effort to improve upon those abilities. Employees need training to become a productive member of the work-force. It is continuous process, not confined to new entrants,; but for those already in service. It seeks to develop both present and potential skills of employees. It implies orientation to the new job and imparting of professional knowledge and skill needed both for present work and future responsibilities.

Training is an organized procedure, which brings about a semi-permanent changes in behavior for a definite purpose. Three main areas involved are skills, knowledge and attitude, but always with objective of a definite purpose in mind. The ability of skill and knowledge; which is relevant to its work and its needs have to be met through post-training. However, a wide range of training options remain open.[58] Training can take place through practical experience of working, under the supervision of senior staff. Alternatively staff can attend formal training courses, which may be arranged internally or by out side institution.

Recruitment policy has a major effect upon decisions about training. More over, training is an important aspect of post-recruitment phase. If proper attention is not paid to the training of personnel, the high quality - recruits will be a waste. In the modern age, administration is becoming more complex and specialized in nature. There is need to develop employee's capacity to perform and carry out the task assigned to them and to realize the personal aspiration in the organizational context.[59] These needs of the employees can be met through training.

The British Committee on the training of Civil Servants in 1944, has outlined the five main aims of training :[60]

i) attainment of precision and clarity in the transaction of business;

ii) continuous adjustment to the changing socio-economic needs of our time;

iii) gain a broad overview of administration instead of narrow departmental vision;

iv) vocational training is needed to understand the nature of present task and undertake new responsibilities; and

v) enliven the nature of routine tasks by making them more interesting.

According to ***Simon***, three factors have given particular urgency to training for government service in developing countries: the need for innovation in administration to meet the demands and challenges of our time; the rapid multiplication of government tasks and duties; and acute shortage of skilled manpower in the developing countries. Training is absolutely necessary to develop personnel quality and resources in Third World countries.

Simply training is a systematic and planned effort to increase employees job related skill, as well as to prepare them for future government position.[61]

The following are the aims and objectives of the training.

i) To produce a civil servant, noted for this precision and clarity in business.

ii) To attune the civil servant to the task and methods of work in changing world.

iii) To make the civil servant aware of the human aspect of the work and avoid to make him a machine.

iv) To train the civil servants for the present job as well as for the future responsibilities.

v) To maintain and improve the morale of the employees by inculcating professional skills and broadening mind, making employee people - oriented and emotionally integrated.

KINDS OF TRAINING

(1) Informal Training:

It means learning the work by doing the task. Administrative skill is acquired through practice and mistake. It also comes from day to day guidance and instruction given to employees by supervisors. The employees are left to learn administrative experience and to get job related skill through trial and error method.

Informal training occurs in day to day relationship of employees and superiors, in conferences and staff-meetings, in employee-newspapers, and orientation-publications, in meeting of professional experts and in studying the administrative problems. Thus, they acquire administrative skill in the course of doing the work actually.

(2) Formal Training:

Informal training is considered insufficient for administrative business, thus it is supplemented with planned development programmes and career-development of employees to meet the governmental needs. These are carefully arranged and conducted under the guidance of experts. Formal instructions are given by lectures, group-discussion and are supplemented by conferences, seminars and workshops. Formal training takes four forms i.e. Pre-entry tiaining, orientation training, in-service-training and post-entry-training.

(a) Pre-entry Training:

Pre-entry training is preparation for entrance into the public service. It prepares a prospective candidate for entry into public service by imparting vocational or professional instruction through a system of intership and apprenticeship. Intership relates to administrative or professional work, while apprenticeship is a means of acquiring trade or craft skills like engineering and medical education.

Pre-entry training is the form of internship, has widely spread in United States. In that country a number of universities like University of Chicago, Haward School of Public Administration, Syracuse University and University of Michigan, are offering pre-entry training programmes in public administration and management. Internship

programmes give the candidates an opportunity to observe and participate under close direction, in the actual work.

(b) Orientation Training:

Orientation training is the planned and guided introduction of employees to their department and environment of work. It introduces a new recruit to the basic concepts of his job, with a new work environment and organizational structure and goals. It also introduces the bureaucracy to a new job. Orientation training is imparted to employees through lectures, tours of work-location, films depicting the work of organization and manuals describing the responsibilities of employees. As a result of orientation training, the new appointees will have an over all picture of the organization. Orientation programme are quite common in United States. In Pakistan, it is also gaining importance.

(c) In-service Training:

It motivates the employee to give of his best and improve his performance. It trains the employee for higher responsibilities and it is an integral part of his career development.

In-seryice training is used mainly in public sector to refer to the job related instructions and educational experiences made available to employees. The programme are usually offered during normal working hours. However credit are available to the employee only during his own time. The general purposes and broad objectives of in service training in the public service as well as private sector is summarized as under

i) It is provided for civil servants in order to increase their efficiency and to accomplish the objectives of government.

ii) It speeds up the learning process when personnel are assigned to unfamiliar duties.

iii) It eliminates all the traditional faults attributed to bureaucrats.

iv) It is one of the best means to improve the morale of the employees of an organization.

v) In service training can have the purpose of developing the participants to take more responsible position and thus to advance through re-assignment and promotion is satisfying and rewarding career. It prepares the civil servants for higher responsibilities and enable them to reach the full limit of their potential.[63]

vi) The comprehensive purpose of in-service training is to say that its goal is improvement of Public Administration.

(d) Post-Entry Training:

Post-entry training activities are designed to upgrade the capabilities of an employee once he has joined an organization. Every thing from executive development, seminars constructed to improve the decision-making skills of top management to an orientation programme which has as its objective acquainting new employees with the purposes and structure of the organization may be identified as post-entry training. Simply it is not directly related to the job, but trains the employees in allied disciplines and is an advantage to the organization. For example, engineers are trained for the personnel administration.

Such type of training can be imparted through the arrangement of periodical refresher courses by the government or through the personal initiative of the employee himself. Government may conduct seminars of civil servants inside the country or send them to tour to foreign countries.

Methods of Training

Different methods are employed to achieve varied objectives of training. Some of the most important methods are described below :-

1- *LECTURE-METHOD:* It is a traditional method; while is considered very economical of presenting a mass of material especially, when there is no text book on the subject. It is widely used in institutes of Public Administration to train the civil servants. The ideal practice of lecture method is its limitation not more than two in a full day, as it is adopted by Pakistan Administrative Staff College, Lahore.

Complex reliance on this method is not very useful, because it does not give any opportunity to the employees to participate in discussion. However, to make it more effective, it should be supplemented with post-lecture debates and discussion, seminars, conferences and other audio-visual methods.

2- *METHOD OF CLASS-ROOM-MEETING:* It is referred to as class-room meeting or recitation. It is derived directly from the academic tradition. The class-room meeting may be conducted in informal manner allowing for a good deal of participation by the participants and giving the instructor an opportunity to satisfy himself that the participants have comprehended the reading assignment.

This method is an improvement over the lecture-method, as lecture is combined with the discussion. It achieves the twin objectives of giving informations and recurring participation of the trainees.

3- *SYNDICATE METHOD:* A syndicate is a committee, comprising eight to ten participants of which the chairmanship and secretary-ship is rotated. The committee is assigned a study project. which presents a real challenge and requires much study, and discussion by the participants under the guidance of instructors. Syndicate are

of two types, problem solving and knowledge gathering. Their findings and conclusion are presented in the form of report. It has a great value in familiarizing the trainees with committee work. It is more participative method, which was first used in British Staff College at Henley. Now, it is widely followed in training institutes in various parts of the world.

CASE-STUDY METHOD: It is another useful training technique. The Public Administration case is discussed in a narration of the events which lead to decision by an administrator.

Under it an extensive and in depth study is undertaken by the experienced persons. It depends upon the existing suitable written material for the assignment. It requires for participants to study the relevant material, to engage himself in discussion with the leader and other and then to present their own opinion and experience, in the particular case.

FIELD RESEARCH METHOD: The concept of field research is to see how development programmes and policies are formulated? How these pass through various levels of administration? How these are implemented? And what is their effect on people?

In the method, the participants go in the field and see the actual progress of Development Administration and its policies in the local-socio-economic context.

TRAINING IN PAKISTAN

a. Historical Background

During the early years of its existence, Pakistan was deprived, through death and assassination, of the leadership which had succeeded in securing its emergence as an independent state. Due to lack of dedicated leadership and want of a well-defined party system, Pakistan suffered from political instability from 1951 onwards. This resulted in dismissal of cabinets and dissolution of the Constituent Assembly by the Governor General. The failure of the parliamentary system to give the country a stable government led to the promulgation of Martial Law in October 1958. After establishing himself firmly in the saddle, President Ayub Khan replaced martial law with controlled democracy through the 1962's Constitution which was designed to concentrate all powers in hands of the President.

Under President Ayub Khan the country enjoyed a decade of political stability which led to considerable economic development and management reforms. In order to give middle-level managers a development orientation, the Government of Pakistan made arrangements to send groups of civil servants drawn from various services for training to United States under the Executive Development Programme. This programme imparted training to ninety (90) civil servants between 1958-1960. Although the programme had

been carefully designed to meet the requirements of middle-level officers in a developing country, it became evident that a program conducted in so different a setting would have little relevance to the needs of the country. In 1960 it was decided to study the feasibility of transferring the Executive Development Program to institutions in Pakistan.

As a result, the Government undertook a major review of the need for training civil servants in the country. In this exercise the potential of the existing institutions was also assessed. It was soon realized that these institutions were inadequate to meet the requirements of the situation. In order to provide prestigious support to the training effort, a National Administrative Council headed by a Cabinet Minister, was set up in 1960. A program of providing training to civil servants at various stages of their service was drawn up. Decisions were taken to improve the existing institutions. At the initial stage, the Pakistan Academy for Rural Development Peshawar and Secretariat Training Institute Rawalpindi were made responsible for the training of secretariat and field officers. National Institutes of Public Administration were established at Karachi, Dacca and Lahore to impart training to middle-level officers. The Pakistan Administrative Staff College was also established at Lahore to provide training to senior officers. By 1962, the Government of Pakistan had succeeded in setting up institutions designed to provide training to a civil servant at various stages of his career. The concept of in-service training, which was alien to the administrative heritage of this country, was thus institutionalized.

During the last years of Ayub's era, the specialist versus generalist controversy almost assumed the dimensions of a political issue. Engineers and doctors marched in processions demanding the liquidation of the Civil Service of Pakistan, a legacy of the colonial past, representing as it did a continuation of the ICS tradition. The common man was easily persuaded into looking at CSP as a symbol of Ayub Khan's aggrandizement. Many issues were raised as a corollary to the main demand for dismantling the presidential form of government which, among others, included the proposal to do away with CSP or at least to cut it down to a proper size.

In March 1969 the agitation against Ayub Khan resulted his resignation, the suspension of the 1962's Constitution, the promulgation of Martial Law by General Yahya Khan. Yahya Khan's regime, which was beset with internal and external problems of great magnitude, had hardly the time for any reform of he administrative system except the dismissing 303 high echelons. In December 1971, he was succeeded by Zulfiqar Ali Bhutto, who had received a massive mandate from West Pakistan in the general elections of 1970. As a popularly elected leader he restored the democratic process and enlisted the support of the masses for implementing the manifesto of his party. He screened out of service some 1300 civil servants and dismissed many high ranking military officers. He also changed the high command of all the three defence services. All this was done within weeks of the assumption of office by him. Then he

embarked upon a programme of nationalization of industries and financial institutions, curtailment of land holdings and re-organization of services.

In 1973, Prime Minister Bhutto announced administrative reforms. These reforms abolished all service labels which meant acceptance of the demand for the abolition of CSP. These reforms, inter alia, did away with constitutional safeguards enjoyed by civil servants, simplified procedures for taking disciplinary action against government employees, allowed lateral entry of talented individuals into government ---- and provision for vertical and horizontal mobility of government servants. The administrative reforms did not produce the desired results. As helpless tools in the hand of political bosses, civil servants were deprived of the basis for just decisions and were reduced to a position of abject subordination to political authority.

Insofar as institutional training is concerned, one important consequence of the Administrative Reforms of 1973 was, that arrangements were made for the training of all entrants to various groups, which had replaced separate .services, at one academy. The Civil Service Academy and the Finance Service Academy were merged into one institution which was called the Academy for Administrative Training. Instead of retaining the specialist' character of the two integrated academies, it was called upon to give instruction in subjects of general interest to all civil servants. This combined training was designed to serve two-purpose: (a) to enable the government to make allocation to various groups after making an assessment of the aptitudes and potential of probationers and (b) to promote a sense of partnership among officers belonging to different groups in place of the isolationism which had characterized the various services in the past. The problem that faced this Academy was that instead of training manageable groups of twenty to thirty probationers it had to make arrangements for training for as many as two hundred at a time. This was a formidable challenge. Besides, because of the fact that allocations to various groups were at the end of training on the basis of results of the final passing out examination, the training at the Academy became excessively exam-oriented.

Towards the end of his regime, Mr. Bhutto constituted a team to study the French administrative set-up, take stock of the training institutions and make recommendation for necessary administrative reform. This committee submitted its report in 1977 by which time the country was in the grip of serious political turmoil, sparked off by the results of the general elections held in March 1977. The combined opposition parties waged a relentless campaign against his regime, until it was toppled through a coup in July 1977.

The reins of power were now held by a military regime. which was committed to the holding of general elections and transferring power to the elected representatives of the people. The military government had abstained from making changes in the administrative set-up. It has, however, constituted a high-level commission headed by the Chief Justice of Pakistan to review the Administrative Reforms of 1973, which had

greatly demoralized civil servants and to submit its recommendations for reforming the existing administrative set-up.

b. Pre-entry Training:

There are many institutions in Pakistan, which are imparting pre-entry-training to the civil servants of Pakistan. The details of some of them are given below:-

(i) Civil Service Academy Lahore

Civil Service Academy Lahore is a premier training institution of Pakistan. For pre-service training of civil servant recruited by federal public service commission through a competitive examination commonly known as C.S.S. examination. It is one of the constituent unit of National School of Public Policy (NSPP).

Civil Service Academy Lahore has two campuses: Walton Campus for C.T.P. and D.M.G Campus Shahrah-e-Quaid-e-Azam Mall Road for D.N.G. Both campuses are under the administrative control of Director General, who is assisted by Director (CTP), Director (DMG) and Director Admin and Finance.

Presently to main programs are being conducted (1) Common Training Program (CTP) for probationary officers of different groups, (2) Specialized Training Program (STP) for probationary officers of District Management Group.

The length and content of such training has undergone considerable variation in subsequent years, but the rationale of a such a common training have remained constant i.e. education and socialization.

First, the academy works as source of knowledge and as a educational institution. The Academy's curricula consists of Public Administration, Pakistan Movement and Ideology, Development Finance, Social Development, Law, International Relations and Islamic Studies. Though, there are short-comings in such training, the educational programs does serve to provide a common body of knowledge to probationers; which is very useful for them. Moreover specialized subjects are taught to overcome the deficiencies in knowledge and character often associated with university education.

Second, the academy has been playing very important role with regard the "socialization". Most importantly, the integrated training has served to equalize the training opportunities and experiences of probationers. Now, the probationers are trained both in academic subjects as well as the social graces. The integrated training short circuits the differences between the status and prestige of service of different group and it leads to more equitable relationship among all the services.

The principal training method used are lectures, extension lectures by senior administrators and eminent experts, group discussions, tutorial and consultation session, and writing a research paper by each probationer. Local field visits, a district field study

tour, and the practical problem solving exercises are used to add a practical dimension to the training programs.

(ii) Secretariat Training Institute, Rawalpindi:-

The probationers of the Secretariat. Management Group (SMG) are further required to undergo the training at Secretariat, Training Institute Rawalpindi for six months. It is meant to enable the trainees to start their Secretariat careers with confidence. It provides sufficient knowledge of existing secretariat procedures, rules and regulations. It trains the officers in office administration and secretariat activities. It concludes with a test given by the Establishment Divisions Government of Pakistan. Refresher courses are also organized for promoted section officers and ministerial staff to update their knowledge of existing rules and regulations etc. The details of the courses are as under:-

a) Whole-time training courses for section officers (probationers)

b) Whole time training courses for section officers of provincial government.

c) Whole time refresher courses for section officers (promoted).

d) Short courses for officers of grade 16, 17 and 18 and different categories of staff in the secretariat and department.

e) Part-time Pitman's shorthand theory and speed courses for in-service clerks and typists.

(iii) Pakistan Academy for Rural Development, Peshawar.

The purpose of Pakistan Academy for Rural Development, Peshawar, is to impart training in revenue administration and judicial work to provincial officers or former Provincial Civil Services (PCS) from all the provincial governments of Pakistan. The training method of this academy is a combination of theory and practice and is focused on the role of the Village level workers, democratic village planning and integration of departmental service to help community development. Later on, the Academy's program was shifted from community development to Local Government.

The Academy provides the training and research facilities in field administration and rural development to the administrative and supervisory personnel of field organization, nation building department and rural development agencies of provincial governments.

The totally different attitude of this academy in dealing with public, disseminating information and subjecting its own operation to vigorous self-criticism stands as one of the most impressive and hopeful achievements in Pakistan.

There are many other institutions, which are imparting pre-entry training to the new recruits; which are:

i. Civil Service Academy, District Management Campus, Lahore.

ii. Pakistan Police Training College Suhala.

iii. Directorate of Training Income Tax Lahore.

iv. Audit & Accounts Training Institute Lahore, Karachi, Peshawar and Quetta.

v. Directorate of Research & Training Pakistan Railway, Lahore.

(c) **In-service Training:**

National School of Public Policy (NSPP)

National School of Public Policy is a prestigious Institution for Training of Civil Servants in Pakistan. It aims at building their capacity for undertaking task of policy formulation and implementation at operational and strategic levels. This is achieved in an environment of intellectual freedom so as to generate in them and investigative urge, sprit of rational inquiry and a genuine desire to seek knowledge. The main aim of the NSPP is to improve the quality and effectiveness of public policy and management in Pakistan by improving the quality of pre-service and in-service training and education of all those who attend the School of Public Policy. The school has the following objectives:

1. Improving and building upon the existing structure of public sector training institutions.
2. Upgrading the skill / capacity of public service to meet the demand of a modernizing and progressive state.
3. Providing mechanism for induction of the needed skills, where / when such skills are not available, particularly at the higher policy making level.

National Institute of Public Policy (NIPP).

NIPPs are providing in-service training to civil servants of grades 17,18 and 19 of Federal and Provincial governments and public corporations. There are two types of courses, which are imparted at the institution i.e. regular and short courses.

The Regular Courses are of 14 to 16 weeks in the subjects of Public Administration, Development Administration, Fiscal Management and Personnel Administration.

The Short courses are of 1 to 3 weeks in Rural Development, Budget Procedure and Personnel Administration.

Special Courses are also arranged to meet the requirements of agencies desirous of providing such training to their officers. Now there is linkage of promotion to higher posts, with the training. The officers at verge of promotion to grade 20, have to undergo advance courses in management at one of the National Institute of Public Administration.

National Management College:

The, Pakistan Administrative Staff College presently known as National Management College Lahore provides training to senior executives in policy-making and management, including Secretariat and field officers, and business and industry executives.

The main course is of 20 weeks in Administration and Development, which is designed to obtain a better understanding of environment, to study the administrative problems, to examine new plans and projects and to develop an appreciation for the importance of personal initiative and enterprise.

Besides the main course, short courses and seminars of 1 to 6 weeks, are organized in Industrial Management, Health Administration, Rural Development, Local Government and Personnel Administration. In addition, the grade 20 officers belonging to Federal and Provincial governments would have to undergo National Management courses at National Management College, Lahore for their promotion to grade 21.

Earlier joint courses for civil servants from Pakistan, Turkey and Iran were also organized annually, which now have been abandoned.

TABLE 4.1

OCCUPATIONAL GROUP SPECIALIZED TRAINING IMPARTED AT

1. District Management Group	Civil Service Academy, DMG Campus, Lahore.
2. Police Group	Pakistan Police Training College, Suhala
3. Foreign Affairs Group	Foreign Training Institute, Islamabad
4. Custom & Excise Group	Directorate of Income Tax Training Lahore.
5. Income Tax Group	Directorate in Income Tax Training, Lahore.
6. Accounts Group	Audit of Accounts Training Academy, Lahore / Karachi Peshawar / Quetta / Islamabad.
7. Commerce & Trade Group	On the Job training, organized by the Ministry of Commerce.
8. Railway Group	Directorate of Training and Research, Pakistan Railways Lahore.
9. Military Land and Cantonment Group	On the Job, training organized by the Ministry of Defence.
10. Information Group	Information Service Academy Islamabad
11. Postal Group	Postal Training College, Islamabad.
12. Secretariat Group	Secretariat Training Institute, Rawalpindi.

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Chapter 19
LEADERSHIP

- *Definition*
- *Type of Leadership*
- *Theories of Leadership*
  - * *Trait Theory*
  - * *Behavioural Theories*
  - * *Situational Theory*
- *Power of Leadership*
- *Qualities of leadership*
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  - * *Interpersonel Qualities*
  - * *Qualities of Vision & Action*
- *References*

Leadership

Definition:

Leadership means to lead or to be advance or to be prominent. This is a restricted sense of leadership. In the broader sense, it means to guide others, to be head of an organization or to hold command. In the former sense, it is identified with pre-eminance while in latter it is a managerial talent; which is used in public administration.

All the collective actions need a concerted direction. Planning would be meaningless without the proper guidance and supervision of the group activities. Leadership is thus, the chief tool of management; which is identified with ability to make a group perform effectively to achieve a goal or to influence employees to achieve organizational goals.[1]

Leadership is the part of management, which deals with the direct supervision of subordinates. It is the single most important factor in determining the effectiveness of a group or an organization. Simply it is a quality of directing and inspiring other member of organization.[2]

Leadership is a set of inter-personal behavior designed to influence employees to cooperate in the achievement objective.[3]

It is a process of influencing individual and group activities towards goal achievement. A leader has to ensure balance between the goals of the organization, himself and group. A successful leader is one, who succeeds in getting other to follow.[4]

Leadership may be defined as, "the form that authority assumes, when it enters into process".[5] It consists in the act to discover, encourage, develop and persuade those individuals in the organization, who possess this priceless gift of being able to inspire and lead others for the attainment of objectives and purposes of the organization: Consequently, the leadership is process of influencing other people for the purpose of achieving the shared goals. It is a complex social phenomenon that is affected by a number of personal, interpersonal and organizational factors, including leader's trait, behavior and situational factors subordinate's task, and organizational practice.[6]

TYPES OF LEADER:

The person, who holds the quality of leadership is known as leader. A leader succeeds in inspiring and getting other to follow. The leaders are of different types:

1- Autocratic Leader: They make most decisions themselves, instead of allowing their followers to make them. They give orders, which are obeyed by the followers. They always remain aloof from active group participation. They decide and determine the possible courses of action, select one of them and then tell the subordinate to carry it out. They ignore the employees reaction and use coercion in implementing their orders. They are usually thought of as pushers something like the image of military drill instructors.

Autocratic leader ensures quick decisions and then implementation to bring about discipline. However, this type of leadership kills the initiative of followers. It leads to dissatisfaction among them. It creates much hostility and aggression in the followers towards the leader and towards each otther.

2- Democratic or Participative Leader: They involve their followers and allow them to participate in decision making process. They use group invlovement in setting the group's basic objectives establishing strategies and determining job assignments.[7] They ask the people to do thing only after preparing long plans. They foster initiative and promote enthusiasm among the individuals. They lead the organization to the productivity and efficiency.

The participative leader is one who:

- Gives subordinates a share in decision making:
- keeps subordinates informed of the true situation, good or bad, under all circumstances;
- stays aware of the state of the organization's morale and does everything possible to make it good;
- is easily approachable:
- counsels, trains, and develops subordinatees;
- shows thoughtfulness and consideration of others;
- is willing to make changes in ways of doing things;
- is willing to suport subordinates even when they make mistakes; and
- expresses appreciation when a subordinate does a good job.

3- Liassez-faire Leaders: They are loose and 'permissive' and let their followes do basically what they want. Decicions are arrived at with a minimum of leader participation, while all types of materials/informations are made available by the leader. They emphasize to examine their orientation or emphasis in getiing the job done.[8]

Liassez-faire leaders give full freedom for individuals and group activity. The leaders become care-free. Sometime, the freedom under the leadership, create choatic conditions and the leader also evade responsibility.

4. Task-Oriented/Production Oriented: They focus on the 'work' and production aspect of getting the job done. They emphasize on planning, scheduling and processing the work and close control of quality. They ignore the others aspects except the production. They set challenging goals, high performance standards, but show confidence in subordinates. They increase the group arousal and cohesiveness in work; while the task is ambiguous and non-repetitive.

5. People-Oriented Leaders: They are also called the employees-oriented leaders. They focus on the welfare and well-being of followers and employees. They show the social instrumental leadership behavior towards their employees. They can achieve the high productivity and efficiency due to the cooperation of their followers. They have great confidence in their followers and strong need to be accepted by their team members.[9] They provide freedom for member's participation in group activities and show concern for the follower's welfare and comfort; which are necessary for group cohesivenesss.

THEORIES OF LEADERSHIP

Many persons have developed theories of leadership and done research attempting to prove and disprove them. There are three major theories i.e Trait theory, Behavioral theories; and Situational theory.

1- TRAIT THEORY:

The theory focuses on the individual characteristics of successful leader.[10] The theory is based on the personal traits and tried to relate the behavior of effecive leaders with desired outcomes such as higher employee producivity and satisfaction.[11] The theory points that a leader is one, who is blessed with certain distinguishing qualities such as intelligence, supervisory ability, participation, self-confidence, fairness and so on. These qualities distinguish leader from others.

Stogdill has developed a leadership classification system based on six categories (i) Phisical characteristics (ii) Social background. (iii) Intelligence, (iv) Personality, (v) Task related characteristics and (vi) social characteristics. Brief explanation of each is given below:-[12]

1. ***Physical Characteristics:*** Age, appearance, height and weight are among the physical characteristics.
2. ***Social Background:*** The social background of a leader have focused on such factors as education, social status, social mobility and leadership-position. Generally, the social background of a leader has an advantage in

attaining the leadership position; while it has lost its significance as a determinant of leadership in the present age.

3. ***Intelligence:*** The leaders are characterized by superior judgement, decisiveness, knowledge and fluence of speech, but the intellingence has lost its importance with regard its relation with leadership.

4. ***Personality:*** The personality include such traits as alertness, self-confidence, personal integrity and the need to dominate. But the personality is not entirely consistent for all groups and situations.

5. ***Task-related characteristics:*** The need for achievement, responsibility, and initiative and highly work oriented are the task related characteristics.

6. ***Social characteristics:*** It has found that most leader participate in activities both inside and outside of the organization, interact well with range of people and work hormoniously with others.

Warren Bennis identified five traits that the leaders have in common :-

I. ***Vision*** – the capacity to create a compelling picture of the desired state of afairs, a picture that inspires people to perform in such a way that it is achieved.

II. ***Communication*** – the ability to portray the vision clearly and in a way that encourages the support of followers.

III. ***Persistence*** – the ability to stay on course regardless of the obstacles encountered.

IV. ***Empowerment*** – the ability to create a structure that harness the energies of other to achieve the desired result.

V. ***Organizational ability*** – the capacity to monitor the activities of the organization, learn from mistakes, and use the resulting knowledge to improve organizational performance.

Some of the leadership traits identified by researchers are these:

- achievement drive (Stogdill, Mills and Bohannon)
- ascendance / dominace (Stogdill, Mills and Bohannon)
- consistency (Straw and Ross)
- emotional balance (Stogdill)
- expectancy of high standards (Scanlon)
- fairness (Sank)

- independence (Hornaday and Bunker)
- inner direction (Zaleanik)
- integrity (Argyris)
- originality (Argyris)
- political awareness (Radin)
- self-confidence (Argyris, Motowidlo)
- understanding(Sank)

In addition, researchers have found correlations between leadership position and certain personal abilities and charactersitics:

- verbal fluence (Stogdill)
- height (Stogdill)
- intelligence (Stogdill, Mills and Bohannon)
- expertise (Sank, Kabanoff and O'Brien, Knight and Weiss)

Many studies on leader traits produced equivocal fidings. In other traits produced would lead to a clear-cut finding that a certain trait characterizes all leaders, but another researcher, using the same method of investigation, would fail to replicate that finding. In still other instances researchers found that trait associated with effective leadership in some contexts could be dysfunctional in other contexts.[13]

The Trait theory is widely accepted yet is found to be defective. There are no universally acceptable traits, which go to make a leader various thinkers have supplied different lists of qualities of leadership. Neither of the thinkers have listed in order of their importance. All successful leaders do not have basically the personality qualities. Furthermore, the habits of one effective leader in one situation is quite different from those of another leaders in a different situation. The trails of leadership are neither common nor are universal. Thus, there is no consistency in the qualities required for leadership. Yet, this does not mean that personality is totally unimportant. Certain essential characteristic are necessary for any successful leader.

2- BEHAVIORAL THEORIES:

In the early 1950 many theorists began to concentrate on leader's behavior, due to inadequacies of trait theory. Like the 'trait theorists', the behavioral theorists also look for the one best style of leadership that characterize effective leaders.

THEORY 'X' AND THEORY 'Y': McGregor postulated that leaders act according to one of the "X" and "Y" theory.[14]

i- Most people have an inherent dislike of work and will avoid it, if they can.

ii- Because they dislike work, most people must be coerced, controlled, directed and threatened or they will not put-forth adequate effort towards the achievement of organizational objective.

ii- Most people prefer to be directed, wish to avoid responsibility, have relatively little ambition and want job security above all.

In contrast the Theory "Y" assume the follwing:

i- The expenduture of physical and mental effort is as natural in work as in play.

ii- External control and the threat of punishment are not only means for bringing about efforts towards organizational objecives. People will exercise self-direction and self-control in the service of objectives, to which they are committed.

iii- Commitment objectives is a funcuon of the rewards associated with their achievement.

iv- Most people learn under proper condition, not only to accept but to seek responsibility.

v- The ability to exercise a high degree of imagination, ingenuity and creativity in solution of organizational problems is widely, not narrowly, diistributed in the population.

Theory 'Y' leaders emphasize integration of subordinate's goal with the organization's goal.

IOWA STUDIES:

Kurt Lewin and his associates conducted studies at University of Iowa and explored three leadership styles. The ***autocratic leader,*** who centralizes authority, dictates work methods, makes unilateral decisions and limits employee participation. The ***democratic leader*** involves employees indecision-making, delegates authority, allows participation and uses feedback opportunity. The ***laissez-faire*** leader gives the group complete freedom to make decision and allows the employees to work in whatever way they see fit. According the study the democratic style of leadership is most effective, while the latter stidies showed mixed results.

THE MICHIGAN STUDIES:

The University of Michigan undertook the study of behavior of leader; which identified two basic leadership syles i.e. job oriented and emply-oriented. The ***job-oriented style*** is characterized by close-supervision, coercive use of power, emphasis on

advancement and personal growth. Six out of seven high productivity sections, are managed by employ-oriented, while one by job-oriented supervisors. Among ten low-productivity sections, seven are manged in a job-centered manner by the job oriented leader, while there is no low-productivety section in employee-orinted.

Rober Tannnenbaum and ***Warren H. Schmidt*** elaborated on the two styles., identified in the Michigan Studies. They hold that a wide range of factors determine whether directive leadership, participative leadership, or something between is best. These factors will fall into three groups: Factors, relating to the manager factors relating to the subordinates and factors relating to situation.[15]

(i) ***Factors relating to the manager*** are value system, confidence in subordinates, personal leadership inclinations, and feelings of security in an uncertain situation.

(ii) ***Factors relating to subordinates*** include need for independence, readiness to assume responsbility for decision-making, tolerance for ambiguity, interest in problem understanding of organizational goals, knowledge and experience pertinent to the problem and expectation about sharing in decision making.

(iii) ***Factors relating to the situation*** include type of organization, the group effectiveness, nature of problem itself and time constraints.

THE OHIO STATE STUDIES:

Ohio State University researchers also undertook the leadership and identified its two styles. After many detailed studies, two clusters of behavior could be described. The stronger cluster was called consideration. Leaders whose behavior exhibits ***consideration*** covey warmth respect, friendship, and mutual trust to their employees and establish a good raport with them. The second cluster was called ***initation of structure***. Behaviors in this respect lead to good organization, good job definition, clear relationship between leader and employees, clear channel of communication, clear job instructions and pressure for output.[16]

These two dimensions can be put into a matrix. The most effective leader was one, who showed both high consideration and high initiation of structure.

Alan Filley, another Ohio State Univesity researcher, has drawn a number of conclusions based on leader behavior theory concerning how leader behavior relates to employee satisfation and performance:

- Employee satisfaction with the leader is dependent on the amount of consideration the leader shows towards the employee.

- Consideration behavior affects the employee's satisfaction more in stressful and unpleasant jobs.
- The leader who exhibits high consideration for the employee can increase the initaition of structure behavior without a decline in employee satisfaction.
- Consideration behavior given in response to good performance will increase future good performance.
- Initiation of structure which increase sole clarity will increase employee satisfaction and performance
- Initiation of structure in jobs where there is already adequate structure will lead to a decrease in employee satisfation.

A leader who wishes to increase employee satisfaction, ***Alan Filley*** advises, should adhere to the following principles:

i. Clarify the job if it is not clear.

ii. Avoid giving too many instructions to experienced employees who already know their job well.

iii. Avoid demanding greater levels of performance of those who are already performing well.

iv. Help employees, achieve more by providing them with the necessary resources – through more training and better tools and equipment – and protecting them from outside interference.

v. Show strong consideration behavior, when the job is stressful or unpleasant.

vi. Improve soial skills.

A leader who wishes to increase productivity, ***Alan Filley*** maintains, will give a great deal of consideration and significant rewards to employees already producing well and initiate more structure for employees not producing well.

Althought the leader behavior approach to leadership received more support that trait theory, it has not received as much research support as desirable, probably because it does not take into account the third factor in the leadership process: the situation factors.

3. SITUATIONAL THEORY:

The situational theory holds that whosoever becomes the leader depends upon the situation. It is the situation, which develops a leadership and form which a leader emerges. A leader is made as per thinking of this theory. Leadership process is a function of the leader's motivational traits and situational factor, and its effectiveness increases

when they are amatched.[17] This theory sees leadership as a relation that exists between person in a social situation or context.

According to the teory, those who are leaders in one situation may not necessarily be leaders in other situations. As ***Nigros*** point out, "it takes one kind of person to lead a labour gang another to direct professional activities."

FRED FIEDLER's research led to his theory of leadership's effectivenss. He states that effectives and the degree to which the situation is favorable for the leader to control the situation.[18] According to him a leader is motivated by one of two objectives: either the leader's highest priority goal is to accomplish a task or to establish worthwhile interpersonal relationship respectively to the need for achievement or power and need for affiliation.

Fielder says that the leader determines how favorable his leadership position is? He suggests that three basic factors are involved (i) the leader-employee-relationship (li) the task-structure, and(iii) the power of the leader's position.[19]

i) ***Leader-Employee Relationship:*** The leadership situation is more favorable for leaders, who have strong employees support because they get along well with employees and work group. This aspect involves both factors in the leadership process.

ii) ***Task Structure:*** Leaders enjoy more favorable situation if they know what to do and how to do it? A high degree of structure in the job can easily be evalauted, while it is difficult to evaluate, if the task is unstructured.

iii) ***Leader's Position of Power:*** The leader, who is vested with power to reward or to punish subordinates, has a more favorable situation then others, Pay, working condition, power of disciplinary actions, can be used as means of punishment and reward.

There are three types of situations favorable, moderately favorable and unfavorable. Managers with task-motivation are most effective in moderately favorable conditions. Managers with relationship motivation are most effective in most favorable and least favorable conditions.

Fiedler belives that the easier is to change the work situation than to change the leader's motivation and behavior. If the work situation is too difficult to change, than he advises to transfer the leader to a job situation that matches his motivation and behavior.

Varoom (1973) also developed the ***contigency theory***, he emphasized the decision on which the relations of leadership to effectivenss was contingent. ***Vroom*** examined six principal styles, which fell into three groups i.e. autocratic, consultative and democratic.[20] The democratic style might be considered preferable depending upon on seven decision rules:

i). ***Information:*** Leader must have necessary information and experience to solve the problem.

ii). ***Trust:*** Leader should trust in his subordinates that they make decisions based on organizational goals and priorities.

iii). ***Problem-Structure:*** Leader should know the structured problem to assume decision or he should know about the organization situation.

iv). ***Acceptance:*** Leader must be accepted by his subordinates.

v). ***Conflict:*** Subordinate should not confilict on decision, which is made by their leader.

vi). ***Fairness:*** Decisions must be fair, and based on justice and fair play.

vii). ***Priority:*** The problem should be given priority.

The situational theory too suffers from its own weakness. It over emphasises on situation. It is true that situation affects the decisions and influence the thinking of leader, but it is not every thing. The theory also overlooks the traits, which obviously play a significant role in emergence of a leader and a leader plays a definite role in every situation.

POWERS OF LEADERSHIP:

Power is identified as the capacity to influence the conduct of others in a desired manner and in such and way that individual or groups own conduct is not modified.

French and ***Raven*** have identified five fundamental sources of power; reward power, coercive power, legitimate power, referent power and expert power.[21]

Let's start with the position that a leader has, which influences subordinates at work. Political scientists, historians, sociologists, management specialists, and may other have discussed the sources of influence a leader has at hand, which are:

i. Legitimate Power A person exercises legitimate power or authority if he or she appointed to a leadership position by a "legitimate" authority. Cultrual norms and values in most societies reinforce the idea that an officer has a right to lead troops, a manager to lead employees. This source of power or influence is available to all managers; managers receive legitimate power when they are appointed and retained.

Legitimate power has its greatest impact when employees accept the leader and when they are positively motivated to achieve the enterprise's objectives. When these conditions are present, legitimate power is a strong influence base for the leader. Note, however, that if legitimate powr is not reinforced by other sources of power, it can be less influential, and the organization's objectives may suffer as a result.

ii. Monetary Reward Power: A leader can influence some employees by using the pay system to reward or punish the employees, who accept the objective of the leader and produce the quality and quantity of output desired, receive higher financial rewards (and similar rewards such as better benefits and rewards). This source of influence is available to most mananger and enterpreneurs.

Monetary/reward power taps, the physiological and security needs of the employees and the power needs of the leader. For it to be effecitve, money must be a strongly desired outcome for the employee and the reward system must directly tie pay with accomplishment of objectives. It is not always easy to get these conditions to coincide. The work group can offset monetary power by isolating and punishing those who respond to it. If the group is cohesive and influential, it can nagate the influence of the leader's monetary or reward power.

iii. Skill/Expertise Power : When a person's behavior indicates that he or she really knows how to get the job done (not just the everyday tasks but the tough and tricky ones as well), that person has influence, he or she can help others to achieve their objectives. In such a situation group members will defer to the expert.

Ideally the manager has enough competence to have expertise power. To the extent, however, that the manager must depend on another person for expertise, that individual will have power over the manager and the work group.

iv. Affection Power : Surely you have belonged to groups in which the leader was elected because "everyone likes him." When you like people, it is easier for them to influence you. Many people become leaders because they develop the ability to get employees to like them. This provides the basis for their influence. ***Ralph Stogdill*** has summarized the research in this area as follows.

"(Research) suggests that being liked and accepted by group members gives the leader more influence than if he (or she) is not liked or accepted."

Leaders high in power are better liked and accepted than those low in power. Members desire acceptance by high power members of the group.

So is a leader can be not just accepted but liked by employees. peers, and superiors, he or she will have more influence over them.

v. Respect Power: Some leadership experts do not separate affection power from respect power. But surely you have been influenced by individuals whom you respect but not liking. In many cases you respect them for some of the reasons or skill.

vi. Rectitude Power: In addition to respect power, a few theorists have speculated that some people are influential because they provide a moral example bases of influence and have not been studied in much detail, however.

vii. ***Coercive Power:*** There are several varieties of coercive power. The first is physical. The slave laborers in Hitler's World War II factories or in the Soviet Union's Gulag Archipelago as described by Alexander Solzhenitsyn had direct experience with this. The closest equivalent in most work organizations is the power to fire an employee or to suspend him or withhold pay. Taking away a persons job has many physical and psychological effects, as we have seen. Coercive power, then, appears to satisfy the leader's need for power and to affect the employees' lower (physiological and security) needs.

Coercive power does tend to induce compliance if the work group is unable to resist it. But even in Hitler's slave labour factories the "workers" saboataged the output and worked very slowly by taking no initiative and requiring detailed instructions from the supervisors. In most work situations in the United States and Canada, coercive power is the leader's last resort. It should be used sparingly and fairly in order to avoid activating group cohesivencess in opposition to the leader.

viii. ***Referent Power:*** It is the power that arises because of a person's desirable resources or personal traits. It develops out of administration of another and a desire to like that person. Leader may be admire due to his chrisma.

QUALITIES OF LEADERSHIP

Good leadership or charismatic calls for certain qualities. The charismatic leader is an enthasiastic, self confident leader, whose personality and actions influence people to behave in certain ways. It may be noted here that everyone is not born with all the necessary qualities that make up good or charismatic leadership. Hence, most have to develop the qualities in the course of their life and career. By acquiring the necessary qualities the people in top postion can make themselves effective in their existing positions and improve their chances of advancement in career.

Defferent writers such as. Hill, Chester Barnard, Henri Fayol, Tead and others have made efforts to define and describe leadership qualities. The qualities of leadership may be classified under three categories

(1) Personal Qualities

(2) Interpersonal Qualities and

(3) Qualities of Vision and Action.

1. Personal Qualities.

Personal qualities have moral, mental and physical aspects. Some of the important personal qualities are given below.

(i) *Moral Courage:* Holding on the certain essential values/principales under great odds and challenges; capacity to face realities and accept responsibility for one's actions.

(ii) *Will Power:* To be resolute in the pursuit of one's goals.

(iii) *Integrity:* Words and actions must be mutually consistent.

(iv) *Self-Sacrifice:* A good leader must have the quality of self-sacrifice.

(v) *Administrative and technical ability:* Intellectual capacity are good addition to develop leadership.

(vi) *Vitality and endurance:* He must have the capacity to endure and perfom functions.

(vii) *Enthusiasm:* He must be enthusiastic towards his followers.

(viii) *Good memory:* He must remember the names of his followers and occurrences.

(ix) *Sense of humor:* At some occasion, he must be humorous and funny.

(x) *Emotional Control:* He most control his emotions during his public life.

2. Interpersonal Qualities

Modern management has laid great stress on human relations, motivation, etc. Therefore, interpersonal qualities are given much importance in the study of leadership.

(i). Knowledge of men, a deep understanding of their behavior, aspirations, sentiments, and motivations.

(ii). Ability to evaluate people.

(iii). A sense of fairness and good judgement.

(iv). Friendliness,tolerance and patience.

(v). Ability to communicate his feelings.

(vi). A genuine interest in the welfare and advancement of associates and followers.

3. Qualities of Vision and Action:

The qualities of vision and action are usually found in the visionary leadership; which is the ability to create and articulate a realistic, credible and attractive vision of future and improve upon the present situation. The visionary leadership has three qualities i.e. the ability to explain the vision to others; the ability to express the vision not just verbally but through behaviour and the ability to extend or apply the vision to different leadership contexts; The other qualities of vision and action include:-

(i). The ability to visualize the distination and to direct the group for the accomplishment of the goals and objectives of the organizations.

(ii). To conceptualize, plan and structure of the organization.

(iii). Seek suggestions, advices and recommendations and accept the right ones, weighing the pros and cons, involved, and decide and take action at the right time.

(iv). Capacity to improvise, to adapt to unfamiliar situations and changing circumstances.

(v). Technical competence to comprehend the various technical matters that come up to him, their relevance to organization's goals and problems.

Each of the three categories mentioned above, namely, personal qualites, interpersonal qualities and qualiteis of vision and actions, has a role to play to create a chrismatic leadership. The personal qualities are required to gain and hold the respect of the people in the organization. This is a basic requirement, without which the leader cannot achieve anything worthwhile in the organization. If the followers are not going to respect and like their leader, they are not going to respond to him in any great measure. The purpose of interpersonal qualities is to get the best out of the people in the organization. The third category to qualities of vision and action gives the very meaning to organizational leadership. Without these qualities, the personal and interpersonal qualities by themselves do not do any good to the organization. All the three types of qualities are essential for a leader to achieve results and objectives and raise his organization to one of excellence.

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Chapter 20
BUREAUCRACY

- *Definition*
- *Characteristics*
- *Defects*
- *Bureaucracy in Pakistan*
  - * *Characteristics*
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Bureaucracy

DEFINITION:

Bureaucracy is derived from the French term bureau, meaning a desk and it means desk government. It is government by bureaus and has a French pedigree. It subsequently travelled to Germany, where the social scientist ***Max Weber*** popularized it. Bureaucracy is referred to a specific set of structural arrangement,[1] or it is defined as a hierarchical organization of officials, appointed to carry out certain public objectives.[2]

Bureaucracy is a certain kind of formal organization, characterized by a complex administrative hierarchy, specialization of skills and tasks and prescribed limits on discretion set forth in a system of rules and impersonal behavior with respect to public.[3]

Bureaucracy is a form of organization characterised by division of labour with a clearly definied hierarchy detailed rules and regulations and impersonal relationship.

Bureaucracy may be defined in institutional meaning and as an activity. In institutional meaning it may refer to government by officials as opposed to government by elected representatives. Alternately, it may be used to indicate that although the representative government exists, the dominant role is held by the officials. In contrast to the institutional meanings, bureaucracy is derogatory, which means the synonymous use of "bureaucracy and red-tape," resulting from the real and supposed difficulties of dealing with the official environment, or it is a regulated administrative system operating through complex interrelated organs.[4]

According to WEBSTER, "bureaucracy is a system in administration marked by constant striving for increased functions and powers, by lack of initiative and flexibility by indifference to human needs or public opinion and by tendency to defer decisions to superiors and to impede with red-tape".[5]

MAX WEBER, the German sociologist, principally developed the organizational definition of bureaucracy, and conceived of the concept in two aspects, namely: "(a) the social mechanism that maximizes efficiency in administration, and (b) a form of social organization with specific characteristics".[6]

Bureaucracy is an administrative staff, which execute commands and serve as a bridge between the ruler and ruled. ***PETER M. BLUE*** has described this social organization as, "institutionalized strategies for the achievement of administrative objectives by the concerned efforts of many officials."[7]

There are several meanings of bureaucracy in modern usage, as ***Martin Albrow*** has provided useful classifications of bureaucracy which are.[8]

i) ***Bureaucracy as rule by officials:*** The bureaucracy is a powerful group, which has considerable influence over the process of government. Bureaucrats are employee of state.

ii) ***Bureaucracy as Rational Organizations:*** In this context, bureaucracy has referred to the nature of complex ORGANIZATION and their structure. In particular bureaucracy synonymous with hierarchy, and refers to both public and private sectors organization.

iii) ***Bureaucracy as Organizational in efficiency:*** In this sense, the word bureaucracy is associated with red-tape, complex organizational processes and in-efficiency. Bureaucratic organization are thought to be slow to respond to the demands of clients and employees."

Bureaucracy is, "merely the instruments of deeper social process. It is one of the primary and social institutions for any society which seek the democratic enrichment and economic security, which is large-scale social, political, educational and production technologies seem at their best to be able to provide".[9]

Bureaucracy refers to "those aspects of organization concerned with the rules and regulations. It is the systematic and logical and as such it stress correct procedures and uniform policies. Without bureaucracy large modern organization could not function, with too much bureaucracy problems arise".[10]

Bureaucracy means "the assemblage of bureaucrats, who include all government employees except those who are elected and those whom the elected officials can legally remove from office in the normal course of events".[11]

Although bureaucracy has sometimes been used to denote government by bureaus, in this study the word bears no such connotation. Rather the degree to which bureaucrats do act independently of elected officials and the legislation is the question to be answered.

Bureaucracy signifies two main things, the type of administrative organization and a form of rule or system of government. The first is technical in approach and the second is political.

Technically, bureaucracy is an impermeable and complex hierarchy, its emphasis being on the principles of organization, recruitment, education, training, condition of service, rule of business and so on. In other words, "it deals with the machine and whole structure of rules designed to the machine together".[12]

Politically bureaucracy is "a form of government with officials, either acting as rules themselves or co-existing with elected executives, but connected conceptually in all cases with the exercise of authority as a member of a class of power elites".[13]

In short, bureaucracy is best conceptualized as a specific form of organization and public bureaucracy should be considered a special variant of bureaucratic organization.

CHARACTERISTICS

Many theorists have spoken about the characteristics of bureaucracy, but ***Max-Weber's*** opinion is the most valuable as he has constituted an ideal type of bureaucracy possessing many characteristics. He has specified the following characteristics, by diving in to structural and behavioral aspects. The structural aspect involves the division of labour, hierarchy and written rules; while the behavioral aspect refers to rationality, impersonality and neutrality. The further explantion is given below:[14]

1. The bureaucrats must be free and subject to authority only with respect to the interpersonal duties of their offices. Each office must has well defined sphere of competence with duties clearly marked off from other.
2. They are arranged in clearly defined hierarchy of offices. Each lower offices is under the supervision and responsibility of higher one.
3. Authority is restricted to official duties, beyond these, subordinates are not subject to their superiors. There should be complete segregation of official activity from private life. However, the bureaucracy is subject to strict and systematic discipline in the conduct of office.
4. Bureaucrats hold offices by appointments rather than election, and on the basis of a contractual relationship between themselves and organization.
5. Appointments are made on the basis of technical qualifications, which ideally are substantiated by examinations; diplomas or both - administered by appointing authority, an university or both.
6. Officials are set for a career, they are protected from arbitrary dismissal, and can expect to maintain office permanently and promotion by seniority, achievement or both. They should have salary as well as pension rights, such salaries must reflect the varying level of positions in the hierarchy.
7. Officials are entirely separated from the means of administration. An incumbent's post must be his sole or at least his major occupation.
8. Activities are regulated by general, consistent and abstract rules. The generality of these rules requires the categorization of individual cases on

the basis of objective criteria. Their conduct must be subject to systematic cotrol and strict discipline.

9. Official duties are conducted in a spirit of impersonality without hatred but also without affection.

10. A bureaucracy frequently has a non-bureaucratic head; while bureaucrats follow rules, he sets them. While bureaucrats are appointed, he usually inherits his position, appropriates it or is elected to it.

Because of these characteristics bureaucracy is, from a purely technical view-point capable of attaining the highest degree of rationality and effectiveness. Therefore the organization is designed to achieve a rational orientation towards task, which are conducive to efficient administration. Thus the bureaucracy has the characteristics of a speed, precision, un-ambiguity, continuity, discretion, unity, strict subordination, and reduction of friction and material and personal costs.

Ferrel Heady also endorsed the view of ***Max Weber*** and listed the characteristics of bureaucracy as structural and behavioral.

1. ***Structural;*** (i) A well-defined hierarchy of authority.

(ii) A division of labour based on functional specialization.

(iii) A system of rules covering the rights and duties of the positional incumbents.

(iv) A system of procedures for dealing with situations.

(v) Impersonality of interpersonal relationships.

(vi) Selection for employment and promotion based on technical competence.

2. ***Behavioral:*** Objectivity; precision; consistency; discretion. It is 'an organization that maximizes efficiency in administration, or an institutionalized method of organized social conduct in the interests of administrative efficiency'.

Criticism of Weber's theory :

1. Efficiency can be reduced by following ***Weber's*** structural approach. He does not pay attention on behavior, relations, morals and motivational freedom, thus, he develops a machine-theory.

2. Individuals rights and liberties are in jeopardy, as bureucrats exercise a lot of discretionary power, which is against the democratic administration of the modern age.

3. Bureaucracy is characterized by rigidity and over- emphasis on rules and regulations, rather than on goals and objectives. They have no relations with public. They are class-conscious and are deeply concerned with rules.

4. Weber's theory is not rational & effective organizational structure as it is criticized by many theorists.

5. Bureaucrats are often inclined to misuse their authority They concentrate authority in their own hands instead of decentralization of authority among their subordinates.

6. Weber's model can best function in a stable environment with routine and repetitive tasks. Its capacity for adaptation to change is limited. Thus it is not suitable for developing countries, where the change is necessary.

7. Weber's theory is a product of an alien culture, which is not suitable for developing societies. Much of the bureaucratic behavior tends to be dyfunctional, marked in the terms of developmental goals by rigidity, red-tapism and formalism rather than goal orientedness.

8. The concept of bureaucracy of ***Max Weber*** is the product of a specific historical, social and political milieu; which assumes a relatively autonomous administrative system, and thus is not particularly relevant to the study of developing societies. However, in developing countries the administrative structures perform the variety of functions.

9. Bureaucratic model is outdated and is likely to disappear in developing societies. It has, no utility in the present age and its form is not appropriate to contemporary needs of bureaucracies.

DEFECTS

The following are defects of bureaucracy:

1. ***Excessively Bureaucratic:*** Under bureaucracy, any programme becomes excessively bureaucratic. Instead of being outgoing and consumer oriented, it grows introverted, oblivious to any, but its own narrow concerns. The multiplicity of rules reduces opportunity for discretion and creates a degree of inflexibility that makes it hard for the programmes to adapt to change. Thus the change, which is compulsory for progress, can not take place.

2. ***Separation of Employees from their work :*** Men in bureaucracy fulfil merely segmental roles, over which they have no control. In consequences, they have little or no opportunity to exercise individual judgement, with the result an employee feels separated from his work.

3. ***Instability of Organization : Weber's*** view that bureaucrats should not become closely involved in personal relations with colleagues, has undesirable practical effects. The bureaucratic behavior results in the instability of the organization.

4. ***In-efficiency of Organization:*** The key limit on the efficiency of bureaucratic administration lies in the difficulty of copying with uncertainty and change.

However, the unfavorable conditions of operation may in fact, generate favorable attitude to change. Bureaucracy has further defect of personal factors; which are associated with it, and tend to reinforce reaction against change. An organization, which is set up to achieve change, may not have any change, if the achievement of such objectives tend to threaten bureaucratic tenure or stability of organization.

5. ***Red Tapism:*** It means the blind following of formal rules and regulations. Although the rules are not bad, but the blind attachment to them caused inefficiency, because the cases are decided on out-dated precedents and old rules and regulations causing delay.

6. ***Formalism: It means to follow formalities.*** Too much use of forms and formalities makes the official lose his sense of judgement and initiative. The language and the forms of official letters and the method of making notes on file are fixed before hand and each officer acts mechanically in the prescribed manner.

7. ***Unresponsiveness:*** Bureaucracy is not responsive to the needs of the people. It keeps on following its old procedures and does not treat to the changing political climate of the country. They think themselves a separate and superior class. As a result of day to day routine, they develop special preferences, antipathies and discrimination. So they do not react to masses problems.

8. ***Despotism:*** It is alleged as despotic as it craves for more powers. It usurps the powers of legislature, judiciary and executive. As the bureaucracy gets the more powers the people lose their liberties. Thus they are arrogating more and more powers to themselves, and becoming despotic.

9. ***Self aggrandizement :*** They are power-hungry. They have lust for power. They are self aggrandizement and are encroaching the domains of political executive, legislature and even judiciary.

10. ***Corruption:*** It has gone in to the very root of the bureaucratic structure. They are in general prone to illegal making of money from the people, before doing their work.

11. ***Yes manship*** ; Top-bureaucrats become perfect yes-man to their political bosses. In their turn, they expect yes-manship from their subordinates. Right or wrong, the boss must be supported;. which lowers the moral of honest employees and results in in-efficiency.

BUREAUCRACY IN .PAKISTAN

Bureaucracy in Pakistan is the successor to the former Indian Civil Service (ICS); which was organized to maintain law and order and not much concerned with welfare administration and the service of the masses or citizens. It is a legacy from the British Bureaucracy, which was one of most remarkable and successful bureaucracies developed in any country. It was honest, devoted, energetic and on the whole, efficient within its jurisdiction.[20]

After the withdrawal of British Government in 1947, the successor states had to depend wholly on the civil service. In Pakistan, where the administration had to be rebuilt, they were even more desperately needed. About 82 former I.C.S. who fell to Pakistan's share,[21] were too few to meet its requirements. Only a small number of them had any experience of work at a higher level of administration; one of them had been a JOINT SECRETARY, and five or seven Deputy Secretaries in British India.[22]

At the time of division of bureaucracy, Paknstan was in an extremely poor position. British capital i.e. New Delhi fell to India; which had administrative machinery, existed, at a definite place with all other facilities; while, in Pakistan's capital - Karachi no such essential minimum facilities could be guaranteed[23]. Government of Pakistan had to improve under the most distressing conditions, when there were not even chairs and tables in the offices of central government and the employees were virtually lying on road.[24]

CHARACTERISTICS:

Following are the main 'characteristics of Pakistan's bureaucracy :

1. ***Powerful and elitist service :*** Pakistan's bureaucracy is the most powerful and elitist administrative service; which is due to the lack of political stability, national consensus, and a body of trained political leaders. Higher bureaucracy often plays a decisive and dual role in policy-formulation and its execution[25] as the civilian government breaks at intervals. It always available to fill the vacuum, created by the political leadership and to act as an instrument of national unity.

2. ***Recruited on the basis of merit:*** It is also a verdict on the part of Pakistan's bureaucracy, that it is recruited on the basis of merit, following the ***Max Weber's*** model rather than on ascriptive criteria; while in the former Indian Civil Service, there was practice of giving special consideration to minorities in violation of merit criteria.[26] But in practice, the merit criteria is violated when the Establishment Division, Government of Pakistan allocates posts to successfull candidates on the basis of quota. By the system, some time a candidate who is at the bottom of list might be allotted a good post while the candidate who is better in position, might not be offered a seat in superior service.

3. ***It retained hierarchy of cadre:*** The bureaucracy in Pakistan retained its strict hierarchy of cadre[23] before and after the reforms of 1973. At the top there is All Pakistan Unified Grades (APUG), and beneath it, there are Federal Unified Grades (FUG) and Provincial Unified Grades (PUG); Among the All Pakistan Unified Grades (APUG), District Management Group formerly known as C.S.P. is leading the hierarchical structure of bureaucracy of Pakistan. Before the reforms of 1973, the C.S.P. was playing very dominant role among all the cadres. In the Federal Unified Grade (FUG) Income Tax Service Custom, Accounts Service, Contonment Service and All

Pakistan Engineering Service and Survey of Pakistan are included. At the bottom there was Provincial Unified Grade (PUG) in which all provincial services are included. Presently, there are 12 hierarchical cadres of the Central Superior Services.

4. ***It has Esprit de corps:*** The most remarkable aspect of the District Management Group, the successor of C.S.P. is its extraordinary esprit de corps. The whole cadre would rally to the support of any individual member, regardless of the right or the wrong of the case. District Management Group officer always acted with full confidence that such support would be forthcoming. That is the secret of its strength, and this solidarity was supported by a legitimating myth of "Guardianship"

5. ***It retains its independence:*** The bureaucracy of Pakistan also retains its independence. The constitutions of Pakistan have provided the protection from "arbitrary treatment" for the civil servants. Only one C.S.P. officer was dismissed from 1959-1961.[29] Yahya Khan gave them a sever jolt by dismissing over 303 members of their clan. Z.A Bhutto began terrorizing by dismissing 1300 bureaucrats, and humiliating them, but soon became dependent on them.[23] Finally, in the field, the Assistant / Deputy Commissioners /District Coordination Officer continue to remain the rulers of the all subjects. They exercise wide discretion or any power and are largely/independent even from their administrative superiors.[31]

6. ***Mixture of military and civilian officers:-*** The bureaucracy of Pakistan is the mixture of military and civilian officers. The military began to penetrate into the bureaucracy during Ayub's era. Bhutto also kept alive the precedent. But in the Zia-Regime 10% of all posts, at very level, were being filled by army officers, whether in-service or ex-service personnel, by the principle of "Lateral Entery," which, however is denied to civilians.[32]

7. ***It is politically neutral:-*** The higher bureaucracy of Pakistan is politically neutral and it endeavors to serve the government of the days[33] such as it may be the best of its ability. It is interesting to recall that during the anti-Ayub uprising, when all social forces organized to denounce the dictatorship, the civil service of Pakistan too called for democratic political order. Normally, the bureaucracy like the military government and obey the dictator to suppress democratic aspirations, but it will do so only as long as the challenge to his legitimacy and authority are not formidable.[34] During Zia's tenure, bureaucracy has no active interest in the restoration of democracy, as they enjoy more powers during the dictatorship.

8. ***It has Secretariat System :-*** The bureaucracy of Pakistan has the Secretariat System. Under the 1973's Constitution, the Government of Pakistan has a ministerial form of organization. The number of ministries varies with each ministry composed of one or more divisions.[35] Each division in turn, is composed of Central Secretariat, attached departments and subordinate offices of division, and autonomous and or semi-autonomous organization affiliated with division.[36] There is no strict rule to

define the relationship between the Central Secretariat and attached departments of autonomous bodies. Usually ,the autonomous bodies are subject to less control of Secretariat than the attached departments.

9. Composed of generalist administrators :- Pakistan's bureaucracy is composed of the generalist administrators. The heads of departments, who are technical specialists and are responsible to the officers who pre-dominantly possess generalist back grounds.[37] The system of direct recruitment for bureaucracy, produce the generalist administrators, as the candidates of C.S.S. examination simply possess the bachelor 'degree in Arts or Science. The training at Civil Service Academy Lahore is also designed to socialize the probationers into the context of the norms and ethos of the general bureaucracy of Pakistan. However the general administrators are provided with reasonable insights into the specialities, through proper training.[38] After the officer assumes regular posting, this generalist bias is further reinforced by the organizational environment, frequent transfers and no personal incentive for gaining expertise.

10. Dichotomy of Line and Staff Officers : The bureaucratic and administrative system of Pakistan firmly adheres to the conceptual dichotomy between line and staff officers. Ideally, the Line officers formulate the policies and programmes, they assess the effectiveness and ineffectiveness of such programmes and modify the scope of these programmes. They are responsible for staffing and training of these line hierarchy.'On the other hand, the staff-officers execute the policies and programmes, which the line officers introduce.[39] The dichotomy has two important implications. ***First***, the staff officers are placed lower in rank in the service structure the secretariat officer holding comparable posts. ***Second***, the secretariat service is open to a great deal of diversity and inter institutional mobility. There is a rule to assign the line officers the secretariat postings, due to the limited line career.

11. Rigid Pattern of ranks : A final characteristic of administrative system of Pakistan is a rigid pattern of ranks like Indian British bureaucracy, which was divided into covenanted and uncovenanted' and gazetted and non.-gazetted' and by the twenties into four classes-ranging from officer-level class I, to menial level class IV. Pakistan Civil Service was also divided in to four classes or ranks i.e. class I, II, III and IV. In 1973's administrative reforms, classes were abolished and ranks were recognized into 22 National Pay Grades. Grade 1 to 4 like class IV were designed for workers performing unskilled tasks; grade 5 to 15 like class III for various levels of clerical personnel, grade 16 like class II for superintendent and grade 17 to 22 like class I officers.[40]

ROLE OF BUREAUCRACY:

1. Pakistan's bureaucracy has inherited' its functional and structural role from the British period. American experts ***Rowland Egger*** and ***Bernard Gladieux***, who were invited to Pakistan to reform the bureaucracy, felt that the position in Pakistan had hardly undergone any change since the British days. The administrative pace of British

administrative system was rapid than after independence of Pakistan. The supreme objective of Pakistan was its rapid economic growth, while most of the administrative hierarchy of Pakistan wasted their time in writing files and letters, which brought the machine to a grinding halt. The system of financial control exercised by the Finance Ministry over other ministries have obstructed the economic development and paralyzed the normal operations, of the ministries.

2. From 1947 to 1957, the first full decade of Pakistan history, bureaucracy was dedicated and worked hard for the development and progress of the country. They prove themselves as change agent in this era. They held the nation together and ensured its survival. Slowly, but surely Pakistan was progressing as young democratic nation. Bureaucracy also played very important role in framing the Constitution of 1956 of Pakistan. Ch. Muhammad Ali was the bureaucrat, who took the reins of government and became the Prime Minister of Pakistan. He got enacted the One-Unit bill and a big administrative change took place; which resolved the issue of representation of West and East Pakistan. He promulgated the Constitution of 1956 in the country.

3. During the first decade, the bureaucracy really worked in barracks and tents and kept country afloat. There was no battle for plots or loans or permits for their kiths and kins. They always tried for the unity and integration of the country. Malik Ghulam Muhammad, the Governor General of Pakistan and Sikandar Mirza, the Governor General and the first President of Pakistan, also belonged to this class. They had actual say in the policy formulation and decision making for the development of the country.

4. Being a disciplined and literate group of civil servants, they could drive change and could transform the setup from mastering the masses to serving the people. In a country with a literacy rate below than 37 percent, bureaucracy could constitute a major resource and strength tor the nation. In the case of political instability and unrest, the bureaucracy was the last resort to resolve the issues. Thus it resolved all issues facing by the nation.

5. The bureaucracy was/is the most cohesive instrument of the national integration and solidarity due to two factors. ***First*** they have a tremendous esprit de corps as a member of an elitist service in the country. ***Second,*** members of this service are placed in commanding position in district, in the Provincial Secretariats and Federal Secretariat, and in a number of other agencies and corporations of Government of Pakistan.

6. Until the first Martial Law, bureaucracy could claim that they were more centralized civil service than the old Indian Civil Service (ICS) the first Secretary General of Pakistan, Ch. Muhammad Ali centralized the Civil Service of Pakistan; which later on was decentralized and the bureaucrats were being posted in their respective

provinces, under the longstanding demand of the people. However, it could not loose its centralized position and sense of unity.

7. It is a credit on part of Pakistan's bureaucracy, that it has displayed a remarkable adaptability to the changing needs and circumstances of the country. It has been noted that the economic development has been spearheaded by some of the members of bureaucracy. In addition by introducing necessary changes in their training and in the creation of economic pool, the bureaucrats have been willing and eager to help in the economic development of the country and the betterment of the masses..

8. Pakistan's bureaucracy as an elitist group of civil servants wielded tremendous powers and influence over the government and its policy formulation later on it reversed its role. Indeed it was able to prevent the publication of two reports, which were adverse in the comments on its role and efficiency. Even after the Martial Law (1958), a report entitled "Report on Pay and Chief Service Commission (1959-62)" prepared by Chief Justice Cornelius could not publish due to its strong criticism against bureaucracy and the poor performance of the bureaucrats.

9. The Pakistan's bureaucracy also resisted decentralization of powers and had been highly skeptical about the functional reorganization of civil service of Pakistan. Therefore, Pakistan bureaucracy had blocked the economic progress of the country. Since the economic development was the paramount importance in the life of the country and bureaucrat is considered a practical man whose interest lies in execution of larger tasks pertaining to his speciality and not the man, who only criticizes for the purpose of criticism, under the shadow of a minister.

10. Pakistan's bureaucracy wields enormous powers during the political instability of the country. They are not only playing the role of mere advisors to the ministers in policy formulation but also have combined the roles of advisor, policy-formulator and policy-implementer. Perhaps, it is the peak stage of their authority. Moreover, a bureaucrat is performing the functions that a prefect performs in France. A Deputy Commissioner or District Coordination Officer (DCO) is the spokesman of the government in the district at the same time, he brings the attention of government to the needs and grievances of the people of his district. It is clear that the Deputy Commissioner or District Coordination Officer (DCO) by keeping the district under his close control has made disabled the politicians from performing their representative roles. In the new district setup under the Devolution of Power Plan, he may emerge as the strongest powerful civil servant by bypassing the Nazims and district assemblies wielding all powers in himself, as a coordinator of more than twelve departments of the district administration.

11. Ayub Khan's Martial Law changed the course of the nation. A decade old parliamentary democracy was reversed. A new brand of colonialism with the connivance of bureaucracy was imposed. It was called Basic Democracy or controlled democracy

like Turkey or Singapore. Instead of building the nation for a democratic order, corruption was introduced as means of governance and prosperity for a few. Bureaucracy not only accepted the new order, but also became an active partner in the shameful system. The politics of plots, permits and perks was started and the bureaucracy was the most beneficial class of the society: which resulted in the down crashing of Ayub's government.

12. During the Zia's regime the military officers were inducted in the civil service at all stages bypassing Public Service Commission. A loyal cadre was being built up to support his personalized style of government, which resulted in irresponsive service. The professionalism is all but gone. Compromise in the name of advancement was justified. Political parties were being built at cost of state resources. Opportunist bureaucrats were in search of their benefits and integrity went overboard. Bureaucrats were not the servants of the government but the servants of party in power. They were not loyal to the state but to the government in offices. The honest bureaucrats were either transferred or made OSDs.

13. In democracies, all opportunities for progress are provided to the people and governments are considered as custodians of their fundamental rights. In Pakistan, the bureaucracy, which is the tool of government to provide all facilities to the citizens, failed to provide any one of the above. Expanding bureaucracy's means and increasing their expenses resulted in lowering the productivity of the country; which made the system closed. Thus the bureaucracy of Pakistan has created the dilemma for the people of Pakistan.

14. There is a broad consensus in the rank and file that the system is rotten. The famous Cornelius Commission in 1962 recommended a major overhaul of the administrative machinery. Some of the findings were implemented in UK, the mother of 'Imperial Bureaucracy'. In Pakistan, the Deputy Commissionor or the District Coordination Officer sits under the flag with judicial, revenue and administrative authority in the pretext of coordination, bestowed upon him as the representative of the crown. This absolute power is exercised through the SHO, Patwari and Inspectors. An excise inspector can shutdown a factory, an SHO can arrest anyone and a Patwari can change record with no reasons assigned. Pakistan has not even entered the 20th century. It strange how will it enter the 21st Century.

It is time to attain consensus on the overhaul of civil bureaucracy. This time the bureaucrats must be a part of the change mechanism and should drive it. Only change can get rid of the dilemmas that the nation faces. The civil servants should stop complaining and start delivering. Reforms are urgently needed in the state apparatus. Pakistan does not need a change of face. It needs a change in administrative system of the country and may prove as change agent. The civil servants must guide the nation and its elected representatives in the larger interest of their motherland.

CORRUPTION IN BUREAUCRACY

Before analyzing the causes of corruption among the bureaucracy of Pakistan, it is essential to define the term corruption. It is deliberate and intentional exploitation of one's position, status or resources directly or indirectly for personal aggrandizement, whether it be in the terms of material gain or enhancement of power, prestige or influence beyond what is legitimate or sanctioned by commonly accepted norms to the detriment of the interests of other persons or the community as a whole.[41]

According to prof. ***W.R. ROBSON***, "The maladies from which bureaucracy most frequently suffers are an excessive sense of self-importance on the part of officials or an undue idea of importance of their office; an indifference towards the feeling or the convenience of individual citizens; and obsession with the binding and inflexible authority of departmental decisions, precedents, arrangements or forms, regardless of how badly or with what injustice they may work in individual cases; a mania for regulations and formal procedure; a preoccupation with the activities of units of administration an inability to consider the government as a whole; a failure to recognize the relations between the governors and governed as an essential part of democratic process"[42]. Following are the causes of corruption in Pakistan bureaucratic system.

*i. **Economics Causes:*** Cost of living of now-a-day is very high. The prices of commodities are soaring, The rising of prices level has gone 200 times. Rapid growth of population also worsened the situation; while the pay of employees are too low to make their both ends meet and they opt for corrupt practices. The corruption has gone into the very root of the bureaucratic structure, which Pakistan has inherited from the Britishers. The civil servants are in general prone to illegal extortion of money from the people before doing their work.

*ii. **Sociological Causes:*** Corruption has penetrated in the way of life of Pakistan Society, where greatness of individuals is judged by what they possess, rather than what they are. The possession of wealth has become the criteria of the life. People indulge in the race of collecting money: without caring for means and violating the moral and ethical values. Regarding bureaucratic aspect of the society, there are many factors, which affect the social life of bureaucracy in Pakistan. These are; simple adverse Malthusian ratio of bureaucrats: insecurity of tenure of post; irrational assignments and promotions; compartmentalization of bureaucracy; permeating the psychological clime of the lower; lack of bureaucratic harmony; frustration by technical experts; resentment on the part of provincial service officers; immobility between cadres and major classes of ranks; large scale readjustment of personnel and changes in structure of government.[43]

*iii. **Political Causes:*** Corruption begins from apex in administrative and political system of Pakistan. The Ministers, the Senators, the Members of National Assembly (MNAs) the Members Provincial Assemblies (MPAs) and politicians are not

said to be above board and men of integrity. Exceptions are there, which never prove the rules. How demoralizing it is for the civil servants, when their Ministers are in league with hoarders, black-marketeers, and profiteers and shield the latters. Examples of corrupt Ministers and Politicians can be multiplied. Their un-due interference in day to day activities of Civil Service, carrying favours and recommending favorite Yesmen for posting/transferring and even for promotion, not only corrupt the bureaucracy, but wreak the whole structure of government. The MPAs and MNAs are also very bold to harass the honest bureaucrats unnecessarily. There are many instances of harassment by the MPAs/MNAs. They easily succeed in getting transferred and demotion of the honest bureaucrats.

There is another way of political corruption some bureaucrats do not hesitate in helping a certain political party or political leader to make him victorious at polls. Naturally, this brings the latter under obligation, in return, they oblige the former for giving posting of their choice and promotion out of way or routine or seniority, which exploit the other bureaucrats.

iv. Administrative Causes: It is generally said, "inefficient administration and corruption go hand in hand". Deliberate delay is caused in doing a thing so that illegal gratification is given in order to get the things expedited. The anxiety to avoid delay has encouraged the growth of dishonest practices like the system of "Speed money" a common type of corruption - particularly in matters relating to the grant of licences and permits. It has become a common malady in the offices of Pakistan, that nothing can be done till money is expended lavishly. Undue secrecy in the transaction of government business leads to "Sale of Information". Which is usually done before the announcement of the annual budgets in Pakistan. Likewise, the odd procedures of dealing with various matters also leads to growth of touts, intermediaries or brokers;

The conduct rules, and office-procedures vary from department to department, office to office and even from service to service. These create the complication in rules/procedures; which result in delay or corruption.

DEFECTS

Following are the defects in Pakistans bureaucracy:-

1. Red-Tapism: It is a tool of corruption among the bureaucracy of Pakistan; which means the blind following of formal rules and regulations. Following the rules is not bad, but it affects negatively the efficiency of the work, because a certain case is not decided on merit, but on the outdated procedures.. However, the red-tape correctly used is the symbol of the citizen's equality before the law.

Pakistan has inherited the bureaucratic system from the undivided British India, where the rules and regulations were abided by and excessive delay was caused. The Pakistan Secretariat relied upon the already established procedures and now new proposal

could be adapted, which caused the scrutiny of the whole hierarchy from lower division clerk to secretary to the Government.[44] Thus there is decline in efficiency among the public service of Pakistan.

2. Self-Aggrandizements:- The bureaucracy of Pakistan has assumed an autocratic manner. It is alleged that it has lust for power. Gradually they are encroaching the domains of political executive, legislature and even judiciary, as a matter of fact. They are conscious of the fact that if responsible government beaks down, they will take over full power.. The political life of politician has not been long in Pakistan, whereas the higher bureaucracy has had a much better chance of lengthy enjoyment of power and prestige. Pakistan remained under Martial Laws for a long time, therefore the bureaucrats have been exercising power since partition, due to their education and experience of administration.

3. Aloofness: The bureaucracy of Pakistan remains aloof and separated from the masses or citizens. This is true for the former C.S.P. or the members of District Management Group (DMG) The way of their recruitment and the training constantly remind them of their special position in the society. Their first assignment as assistant commissioner at the age of twenty three or twenty-four, also make them conscious of their superior positions. The isolation of these young men is aggravated by two additional factors. ***First,*** compared to local standard they live in luxury. Their bungalows are sturdy structure, their furniture is extensive and their food is plentiful. ***Second,*** they have to maintain certain aloofness in their personal relationship.[45]

Bureaucracy regards itself as a specific entity of higher social order and has the right to place the member on a higher economic level than the masses, on the basis of any specific service to the community, but because of their mere existence.[46]

4. Bribery: It also influences the official action; which is the most obvious techniques of graft - the name of particular payment in cash or kind. Campaign contributions are regular features of certain departments of Pakistan, such as the Land, Custom, the Police, the Revenue, the Public Works and Income tax.[47] The technique is usually used by rich and influential few, who extracted favours from the bureaucrats in the matters of permits, allotments, licences and contract to the detriment of general interest.[48] The bureaucrats tended to become the part of wealthy class and to lead luxurious life. Precisely the higher bureaucracy, who generally derived the biggest advantage from bribery and corruption and found it practicable to own luxurious building that have rented out to diplomatic missions in Islamabad.

5. Nepotism: The bureaucracy in Pakistan also suffers from nepotism. It is a devise, which is mostly the relaxation of rules and official procedures in favour of friends and relatives. They make selection of their subordinates and offer posting of their choice, by the means of nepotism. The method of selection in nepotism, rather than by achievement, proves disastrous to the growth of nation as a whole.[49]

6. Favoritism: It is the guarantee of unequal access, is of course the main bureaucratic level, through which the economic components of rewards are extended. Many of the gift received by public officials are less, clearly related to specific in the sense that they recur frequently. The granting of public offices to favorites, is equally conductive to the exercise of corrupt practices and undermines the growth of genuinely qualified persons.[50] According to the Pakistan Pay Commission a large number of officers were promoted to posts which in the usual course they could never expect to occupy[51] which was mainly due to the FAVORITISM.

7. Frustration: Frustration is always lefl by the technical administrators, who are usually prevented from occupying generalist position as heads of departments even when those department have technical functions. Whether justified or not the feeling is acute and it becomes worse by the appointment of a DMG officer as secretary of education or health department, while these departments must have a technical persons at the apex. Some time, the technical officers of higher grade are working under the subordination of DMG officers of lower grade, which causes the distress and frustration among the technical .class of officials in Pakistan.

8. Blockage of Promotion: There is resentment on the part of provincial service officers with long seniority, who found themselves blocked from advancement to posts reserved for the members of DMG. The latter, on the other hand regard the provincial service officers as inferior in training and experience, and fear that the integration of the cadres would jeopardize the effectiveness of the DMG as an elite corps. Therefore the DMG officers used to block the promotion and advancement of the officers of provincial service and not to allow them at par with themselves.

The defects of Pakistan's bureaucracy can be summarized as following.[52]

1 Excessive political power is concentrated in the hands of bureaucracy to the deprivation of non-bureaucratic segments of the society.

2 Bureaucracy is infested with corruption and inefficiency.

3 It suffered from misuse of administrative discretion.

4 There is lack of cooperation, coordination or team spirit in public servants, as there is jealously between different categories of civil service.

5 It undermined the autonomy of education institutions, local government and professional organizations.

6 Bureaucratic procedure caused unbearable delay.

7 It denied equal opportunity to all employees to rise to highest position in public service, for which they may be suitable.

8 It is not accountable to public.

9 It failed to use voluntary contribution of non-officials in the administration.

10 It relied excessively on monetary incentives.

In addition, bureaucracy is an instrument of centralization of power, as both provincial and central secretariats were recruited from the CSP or members of District Management group (DMG) - the Central Secretariat with higher bureaucracy and the provincial secretariats with lower bureaucracy. The centralization resulted in disintegration of the country in 1971.

REFORMS OF BUREAUCRACY

It is an established fact that bureaucracy play very important role in the national life of Pakistan. It is corner-stone in administrative structure of the government, therefore there is need to remove the defects and to cure its maladies on the top priority basis. We can make reforms, by taking the following steps:-

1 As opposed to bureaucracy the political executives or minister should be selected from the men of dynamic personalities; who may not play as tool in hands of top civil executives or bureaucracy. They should be capable, intelligent, energetic and efficient so that can work with out the dependence of bureaucracy. Therefore, we should fix the qualification for the candidates of Member National Assembly, or Member Provincial Assembly, at least as graduate like Bangladesh. The demand has been met out in the 17th Amendment in the Constitution.

2 There should be decentralization of authority and power in all the departments and governments, so that sub-leaders realize their responsibilities and the top management may relieve from over-burdeness.

3 A sound system of education should be developed so that the citizens of Pakistan may advance intellectually and the bureaucrats fail to indulge in high handedness, who are prone to corruption. Therefore, the government should make education compulsory and free up to matric level for all citizens of Pakistan.

4 The members of this clan should be selected and promoted on the basis of intrinsic merit. Neither appointment or posting should be made on the basis of political affiliation nor political favorite be given high place in administrative structure of Pakistan.

5 An impartial and unbiased press can serve as check and balance on bureaucracy, therefore the government should take steps in this regard by making drastic changes in infrastructure in the National Press of Pakistan. The press should be made free and purpose oriented.

6 A research should be made on administrative method so that efficiency and economy are affected, therefore the government should establish a research Academy on Management and Administration. Bureaucrats may be intimately acquainted with

work of administration, for which he is responsible. He may be made aware of pride in work. Immense pride in nation and government service is also important. Such pride results from knowledge of high standard, rigorous training, security of tenure and as well as cultivation of traditions of symbols and ceremony.

7 A system of pooling together the experience and suggestion of bureaucracy be devised so that the knowledge so gathered be disseminated to the rest of members of public service. The bureaucracy may be given the rigid training in rules and procedure through the carefully devised code of ethics.

8 There is dire need to change the outdated procedures, rules and regulations of government. The officers and the administrators should be made free of blind following of formal rules and to decide the certain cases on the basis of merit. There should be simplification of procedure so that delay may be reduced to minimum level. The delay may thriveg ratification and bribery. The scientific work flow, regular inspections and diaries and time logs by competent inspecting teams can avoid the delay and can deal corruption effectively.

9 The psychological treatment of Pakistan's bureaucracy is also need of the time. They must be realized that they have been given authority for the service of the people and the welfare of the masses and not for their selfish motive. The authority is scared trust upon them for the service of humanity and not for their self aggrandizement. They must be coached in Islamic principles to lead simple life and to live within their means. They must be trained in the understanding of concepts of natural justice, equity and impersonal official conduct as no civilization can exist without justice and equity.

10 The political influence over bureaucracy must be eradicated. They may not be made tool in the hands of political parties and make them above the party-politics. They must be neutral in admmiaiiation and sincere in implementation of right policies of the party in power. They should not become the member of a certain political party. But they should serve the party in power as neutral technocrats.

11 The principle of accountable-management should be introduced in the administrative structure of Pakistan. The techniques of job-analysis, job appraisal and job-evaluation are proper methods to make accountable the bureaucracy of Pakistan. Moreover, the accountability through public open kuchary, public-meeting and legislature are the more appropriate methods,

12 Although, the emphasis was made on the professional and specialist approach in the high administrative hierarchy in Administrative Reforms of 1973 but no practical step was taken in this regard, therefore the bureaucrats should be recruited on the basis of "professionalism" specialization", and "experience", instead of general education.

13 There is also need to reform the training system of Pakistan's bureaucracy. We should make it more effective and result oriented within our national resources. The theoretical and practical knowledge should be combined for better performance of civil service of Pakistan. No training in administration can be of value until there is near perfect understanding of bureaucratic norms evenly diffused in total bureaucracy.

14 A responsible legislature can serve as an effective guardian of probity through oversight exercised by standing committees or by special inquiries. In the United States this is the chief means of rooting out corruption. In India, committees of the Lok Sabha are emerging as important factors in control of corruption. In most developing states, however, responsible legislative oversight is difficult to achieve simply because the political process is not held in high esteem and the bureaucracy is dominant. If, by means of attracting men of talent to the legislature and giving them substantial powers, the legislature can wield responsible power, one of the best safeguards against corruption will emerge.

15 Inculcation of an ideology of austerity is essential in curbing desire for material gain, which may lead to corruption. When ostentation in dress and other facilities is a value in life, appetites are whetted for a way of life which a government salary cannot sustain. If return to simple living and austerity can somehow be made noble ideals, this may be of some help.

16 The several practical institutional measures can be taken to limit corruption. The existence of administrative courts in which citizens can seek redress of corrupt bureaucratic behavior is one possibility, which has been proposed by Chief Justice Cornelius. A vastly strengthened public service commission with powers to investigate and punish corrupt behavior has been suggested by Mian Afzal Husain and others in Pakistan. The existence of vigorous anti-corruption agencies for the investigation of criminal offences also helps. The importance of a clearly defined body of rules of conduct, clearly understood by everyone, has already been. alluded to. A code of ethics framed in more general, philosophical terms is also useful. The requirement that government officials disclose sources of income now exists in the United States, Pakistan and in many other nations and this is also helpful.

17 Naturally, remuneration must be adequate to sustain the form of life which rank requires and must serve also as an incentive to attract able and virtuous men to government service. But remuneration alone is not the answer to corruption. Britain is often cited as an illustration of the effect of high remuneration on corruption. There is virtually no corruption in British administration and the salary scale is probably the highest in the world. But is probity the direct result of the salary scale.

INTEGRATED APPROACH

Some observers of corruption and those attempting to control it have adopted a fatalistic attitude, suggesting that little can be done. They argue that there has been little success in past anti-corruption drives and, at best, the effort to combat corruption in a complex, long-term process. This view is correct insofar as it stresses the complexity and long-term nature of combating corruption. As was discussed at the 1998 Laurentian Seminar, corruption is not a monolithic force to be addressed by one-dimensional solution. Attempts to combat it must be continual, involving a constant maintenance of the institutions and systems of good governance.

A Multi-dimensional -Holistic Approach: An approach that takes these realities into account has been developed by the World Bank and its Economic Development Institute, it involves three processes.

i. Undertaking a comprehensive diagnosis of the incidence, causes and consequences of corruption on a national basis.

ii. Instituting reforms of a country's political, sociological, administrative and economic systems.

iii. Engaging civil society, including NGOs and the media, in raising public awareness about corruption and monitoring progress in controlling it.

Since corruption tends to be the result of systemic problems, the primary emphasis is on changing systems, rather then on sub-laming individuals. This approach recognizes that without building institutions and well-designed policies can lead to poor outcome and perhaps even greater corruption. The realistic assessment of the sources of corruption must be undertaken. The approach stresses the facts of economic policies, while underscoring that other factors also play a role. It acknowledges that the political will must be reinforced by basic incentives and motivating political and economic participation over the long term. Perhaps most importantly. this approach reflects an understanding that combating corruption is a means to achieving the broader goal of more effective, transparent and accountable governance.

Each country faces its own historical, political and social context so that the specific strategies will vary. Recognizing the need for a multi-approach. Transparency International has developed a diagram highlighting the need for political commitment, institutional reform and civil society involvement. The worldwide policy responses typically involve one or more of the following pillars. Political Will; Administrative Reforms; Watch Dog Agencies and other Deterrence Measures; Parliament; the Judiciary; the Media; Civil Society; the Private Sector and International Business.

Political Will:- Political will plays a crucial role. With regards to corruption, political will may be defined as the "demonstrated credible . tools to attack the perceived

causes or effects of corruption at a systemic level". Corruption can combine with other problems to undermine the very political will needed to combat it. Where corruption is most endemic, political will is often weakest and most fragmented. Political will involves the recognition that a healthy system of governance is essential to national well-being. The concept also implies that key leaders recognize the need to work together constructively.

It is pointless to propose reforms unless backed by political will. The presence of even the most determined reformers in senior leadership positions will mean little if they and their reforms lack a political will.

The efforts to build political will against corruption must ensure transparency and accountability, lest reform movements and their supporters be used as cover for the continued abuse of power. Even when the political will to control corruption does exist, anti-corruption advocates still face major obstacles in carrying out effective reform. It could be a lack of moral authority to "enforce laws and punish the corrupt."

Political Reform:- A political reform refers to establishing a system of checks and balances to prevent the arbitrary abuse of power. This includes an effective, transparent electoral system as well as an accountable decision-making system. Building a system of governance, in which no one institutional actor enjoys overwhelming power, will assist in controlling corruption. This involves establishing and strengthening independent sources of power, such as a strong and active legislative branch, an independent legal system, and healthy civil society. Transparency in the electoral process is essential, for the reform. Without such reforms anti-corruption progress can easily be reversed.

Administrative Reforms:- Administrative reforms must involve the streamlining of regulations and laws to reduce unaccountable official's direction, and make decision-making more transparent. It is evident, that mere decentralization has not only guarantee to reduces corruption. Indeed, decentralized control mechanisms can permit greater opportunities for corruption. Any such reform should have three essential goals: establishing a strong capacity for the formulation and coordination of policy; creating efficient, effective and transparent delivery systems; and ensuring a motivated, professional and accountable staff. There are also needs of good pay-structure and merit-based service structure.

Legal Reforms:- Where the judiciary is subservient to the executive or legislative branches of government, corruption is apt to infest in the legal system of a country. Judges must be appointed, on the basis of judicial competency and merit. They too must not be allowed to be subservient to the executive or legislative, to avoid to become agents of corruption.

Deterrence:- Effective anti-corruption legislation is essential to reduce the inclination of individuals to engage in corrupt practices. Most countries have both common law and administrative law dealing with corruption within their own borders. Anti-corruption laws, however well-written, will prove in effective in the absence of strong, visible law enforcement.

Anti-corruption Commissions:- Independent of the Government, these bodies have the power to investigate corruption and bring cases to trial, and may report either to the Chief Executive or the legislature. Ombudsmen can solicit citizen's complaints about corruption and can refer cases to the prosecutors.

Watching Units:- Units within institutions e.g. National Accountability Bureau to continuously monitor procedures to root out and prevent corruption.

Civil Society:- Unfortunately, many Governments fail to build alliances with groups in civil society and the private sector. They can help through public awareness campaigns and by monitoring government activities.

Media:- Effective anti-corruption efforts require a genuinely free press able to play its role as a public watchdog.

Economic Reforms:- Since much corruption relates to Government interventions in the economy, neo-liberal economic policies have been touted as a potential solution. By sharply curtailing dictionary power of officials, liberalization will produce quick result in reducing corruption. It is by known mean certain that such market-oriented reforms will always reduce corruption. In fact, liberalization has significantly increased corruption in transition economies. For example, market reforms have frequently been blamed for increased corruption in the countries of Eastern Europe and the former Soviet Union. In short, the regime may have changed but the structures facilitating anti-corruption remain firmly in place.

APPLICATION OF WEBER'S THEORY IN PAKISTAN

Our analysis clearly demonstrates that DMG officers maintained the traditions of the pre-partition Indian Civil Service, achieving unity among themselves by obstructing members of other services from holding certain posts. We saw earlier that certain post were reserved for members of the Civil Service of Pakistan. Moreover, since seniority was used as the criterion for promotion, there was virtually no conflict between them. Our analysis also shows that the Civil Service of Pakistan was generalist in orientation; and that lateral recruitment was virtually non-existent. We can now turn to the issue of administrative development. Before attempting to measure the level of administrative development using Huntington's criteria of institutionalization, we will try to compare the Pakistan Civil Service with the "ideal typical" bureaucracy designed by Weber. At the beginning of the chapter we cited the characteristics of Weber's "typical" administrative system. They can be reduced to the following elemcnts:-

i. Bureaucrats must not exercise their authority beyond their official's duties.

ii. Bureaucratic structure is hierarchically organized on the basis of superior-subordinate relationships.

iii. Bureaucratic jurisdiction is precisely fixed by certain rules and procedures.

iv. Bureaucratic officials hold offices by appointments, which can be made on the basis of technical qualifications and merit rather than other criteria.

v. Bureaucrats hold their permanent career and they walk along with their career-path.

vi. The formal internal operation of bureaucracy is achieved through the transmission of decisions or directives in the form of written document.

vii. Bureaucratic officials must reflect a high degree of administrative specialization and expertise, both concerning their functional responsibility and concerning the operating rules and procedure of the bureaucratic organization itself.

viii. Bureaucrats must be promoted on the basis of seniority and must have the salary and pension rights.

Certain implicit conditions contribute to the development of the above characteristics, the Pakistan's bureaucracy fulfills some conditions and even some of them are not available in Pakistan.

The authority of Pakistan bureaucracy is not limited to official duties. They exercise their authority in official or non-official capacity in violation of Weber's theory. There is no complete segregation between the official or non-official duties in Pakistan.

The Pakistan's bureaucracy is strictly following the service rules and regulations of the Federal Government in respect of procedural and operational functioning of offices. Some of the Bureaucrats are blind followers of outdated rules and regulations, which results in delay and red-tapism.

It is right that the members of Pakistan's bureaucracy hold their offices by appointment rather than other criteria. but now Pakistan is deviating from the path. In most of departments appointments are being made on the contractual basis. Bureaucrats are appointed for the period of three years instead of permanent basis. Pakistan observes the principle of Weber's Theory totally when merit-list is being prepared; while it violates the "Merit Theory," when appointments are being made. In Pakistan appointments are made on the basis of quota system, rather than merit order.

There is complete hierarchy of offices and officials at central or provincial level. All the ministries and divisions have been arranged in hierarchical order and theirs officials are also grouped under this system.

Pakistan's bureaucrats are generalist administrators and they are not specialist in their field. They lack the administrative specialization and expertise as the basic qualification for the recruitment of civil service of Pakistan has been fixed as graduate second class in any discipline. Moreover, there is no specialized training at Civil Service Academy Lahore, where they are required to under go the pre-entry training.

Previously the bureaucrats were promoted to their higher grades on the basis of seniority but now they are promoted to their higher grades on the basis of seniority-cum-fitness. Certain law has been introduced in Pakistan for conducting examination for the determination of their fitness for the promotion. It means that we are going to violate the theory of Max Weber regarding the ideal bureaucracy.

Following the Weber's theory, Pakistan bureaucracy has the right of salary and pension. But the bureaucrats are being deprived of their right of salary and pension by introducing the contractual recruitment in various ministries and departments of Pakistan.

Therefore, it can safely be said that the Civil Service of Pakistan had developed several clearly bureaucratic traits instead of following the ***Max Weber's*** Theory.

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Chapter 21

PUBLIC ADMINISTRATION & DEVELOPMENT

- Role of Public Administration in Development
  - * Service to citizen and the public
  - * Securing the Public interest.
  - * Strengthening Economy
  - * Strengthening democracy
  - * Protecting Human Rights
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- Concept of Development Administration
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Public Administration & Development

Role of Public Administration in Development:

Public administration performs numerous services to the public service and serves their interests in many ways. As explained by **Flex. A. Negro**: "The real core of administration is the basic service. which is performed for the public. It is administration which ensures the security and protection of life and property of members of the society by maintaining proper law and order." Public Administration plays the following role and function in development.

1. Service to Citizens and the Public:

The definition of the role of public administration, government and self-government in new political and economic conditions has not attached sufficient attention to republic. This is connected with overall ambiguity of the role of public and private sectors and of the responsibility of state for creating conditions for their development. So far reform documents only point these problems at general level. There is little understanding of the fact this should be conceptual change with practical consequences for the definition of functions and concrete tasks of public administration the shape of its institutions the means for its activities and its relations to citizens and to the public. The issue has its political. economic and other dimensions, and its is naturally determined by the constitution and the legal order.

In modern democracy, public administration primarily concerned with service to citizens and the public. The basic role of public administration is foundation of principles of transparency, publicity, accountability and public control of administration. The focus of public administration lies in providing public services. In addition to traditional services i.e. municipal, health care, school and transport they also include some classical administrative activities such issuing licenses, permits, documents certificates and providing information. A number of these activities are no longer viewed as an exclusive domain of the state. New experience shows that many operational tasks, professional decision

making, execution of supervision, testing etc, can be decentralized and transferred to self-governments or to private entities.

It is noted that on many occasions, the exclusion of public tasks from the responsibilities of public authorities did not bring expected result, however, it resulted in erosion of values and principles upon which the provision of public services was based. However, there should no denial of power and authority to the public administrator and their tasks comprises the law and order, regulation and enforcement of legal duties, the application of administrative supervision tools, the imposition and execution of sanctions within the limit of administrative authority.

The content and extent of public services depend on how the balance between the freedom of individual and his responsibility for himself on the one hand and solidary care of human community for an individual and responsibility for him on the other hand operate. This is a matter of protection and execution of interest and values recognized by the decisive majority of citizens.

The basic characteristics of public administration comprises the contradictory aims that obliged to defend. In the period of social changes and new demands which must be secured in spite of limited resources public policy is exposed much more to pressure to make responsible selection of priority aims and redefined tasks and functions of public administration in accordance with the aims. A permanent professional and political dialogue is fundamental for the process of defining these tasks and functions leading to new economic, legal and other solutions.

2. Securing the Public Interest:

The functions and tasks of public administration are derived from identified and recognized public interest since they must be secured. The way in which public interests are accepted and satisfied is a cross-section of historical traditions of the existing institutional frame-work of public administration.

The trend of public administration to secure public interests can be understood as its direction towards the solution of concrete problems of individual citizens and population groups and towards securing the functioning of the society as whole in this respect; public administration is interconnected with public policy, the aim of which is to identify, express and recognize public interests and

to choose adequate means of satisfying them. Of course the process of identifying, recognizing and satisfying public interests is always influenced by politically and ideologically affected interpretation.

Identified and recognized public interests can become good basis for differentiating the functions of public administration. In this direction significant changes took place in connection with economic reform, political democratization and with the protection of human rights and reforms. Thus the tasks of public administration became more important.

3. Strengthening Economy:

Public administration and the whole public sector are going through a radical changes in respect of economy of a particularly country. The elimination of ineffective and bureaucratic methods of direct intervention in the economic sphere does not mean any liquidation of economic regulatory function of the state and the related tasks of public administration but there is need to complete the market transformation of economy and free functioning of economy. The consequence of this is the need to increase the potential and effectiveness of state and public administration is respect of the implementation of the following tasks;

(i) Promotion of rational development of economic proportions through macro-regulation.

(ii) Control of the privatization process of state owned enterprises and public services, securing free competition and transparency in its implementation.

(iii) Securing an effective exercise of ownership rights of the state and other public entities.

(iv) Support of private sector especially of small and medium sized enterprises, the development of effective cooperative relations between public and private sectors.

(v) Drafting and implementing effective sectoral policies especially securing internal and external security, regional policy, transport policy, information and communication policy. environmental, education policy, social policy, employment policy and health care policy.

Public administration provides conditions for the prosperity of private enterprise by creating a rational infrastructure by means of modernizing

communication networks, systems of information services for citizens and businesses through providing assistance to territorial self-governments authorities and support to investments in public interests.

Public administration is incharge of public fund management, it is collects taxes, changes and other public dues from the public and spends them on the welfare of the public. It is also incharge of state owned movable and immovable property and utilizes it for the service of all citizens. The financial area is remembered in the constitution, at least in the provisions on the state budget, the final state-account and on an audit carried out by the Audit office and regulations of details are also implied in ordinary laws of the country. The general legislation on the management of national property is in the hand of executive; who formulates these laws in accordance with the constitution.

4. Strengthening Democracy:

Another significant function of public administration is to secure and strengthen democratic institutions and mechanisms. Two main direction of the development of political democracy can be mentioned here.

(a) Towards the strengthening of institutions and mechanisms of representative democracy

(b) Towards the development of institutions and mechanisms of participative democracy i.e. direct participation of citizens their organization in the management and administration of the state.

5. Protecting the Human Rights and freedoms.

The public administration is constantly protecting the basic human rights and freedoms. For this purpose each state creates its own mechanisms and institutions for the protection of those rights however these are also protected against the misuse of powers by state itself and its bodies against its own citizens on the basis of international conventions. The International Human Right Declaration made obliged each state and its public administration to respect basic human rights of the citizen without any discrimination and distinction.

6. Performing the Social Functions:

Each state and its public administration are performing the functions of social welfare for its citizens and common people. Public administration is created

primarily for the duties of social welfare to its citizen; which correspond to their economic, social and cultural rights in accordance with the charter and international convention on Economic, Social and Cultural Rights. The role of public administration in those matters where the state also has a duty to fulfill positively or to secure such fulfilling has been the topic of permanent discussion, especially with respect to the issues of to what extent the principle of personal responsibility of each individual and the principle of human solidarity should be applied.

7. Performing Administrative Functions:

Each state and its public administration is performing the administrative functions such as strategic decision making, the preparation of conceptions and programmes, regulatory activities, quasi-judicial decision-making, operative management coordination, controlling process etc. It forms the cross-sectoral functions, which are contained to a certain extent in activities of all administrative bodies or which are concentrated at certain levels or in special body's incharge of these tasks.

The evaluation of public administration depends upon the fulfillment of its tasks and functions how it contributes to securing social tasks and aims. What is important, are the results of its activities. There is another question how suitable it's internal organization for the performance of its tasks and how it supports its external effectiveness.

Concept of Development Administration

Introduction:

Development administration originated during 1950s as a convenient way to describe the new role of state and public administration in national progress and development. In contrast to law and order administration, the aim of development administration was change and innovation. Public official would serve the people rather than the empire. Finally it was anticipated that public officials would approach their tasks with creativity and persuasiveness. Development administration also made larger assumption. The UN division for Public Economics and Public Administration explains the goals and tasks of development administration as under.

"Foremost among these assumptions was the possibility and desirability of establishing welfare state. The state and by the extension public administration would be engine of development. The welfare state would come about through government's command of national economic. Accordingly, government took on several important tasks: centralized economic planning, the preparation and execution of development programmes and projects, the promotion and management of industrial growth and meeting the basic needs of citizens through the provision of social services, economic opportunities and social welfare programmes."

Development administration is administration for development purpose. It is a version of public administration for un-development or developing nations, who want to improve themselves using public administration. It is an offshoot of comparative public administration. It addresses the need of the society and social dynamics. The basic assumption behind development administration is the social change can be initiated or guided by administrative machinery. Classical administration was looking for improvements within the administrative frame work, while development and administration is looking for social change. It represents under-developed and developing nations resort to well configured system of administration to achieve national goals. Development administration represents the goal oriented or plan-based developmental tasks.

Meaning:

Development administration means the administration for development and progress of a particular nation.

According to Harry J. Friedman: Development administration means, "programme implementation for socio-economic progress and monitoring of nation building or administrative reforms to keep the bureaucracy updated."

In the view of **Hans Been Lee**, "Development administration involved management of government or of an agency to ensure capability to cope with social change and sustained change."

Gant observed the development administration is the "the aspect of public administration, in which focus of attention is on organizing and administering public agencies in such a way as to stimulate and facilitate defined programmes of social and economic progress. It has the purpose of making change attractive and possible."

Definition:

Many writers have defined the development administration; which are:

Edward Weidner had defined development administration as, "the process of guiding an organization toward the achievement of progressive political, economic and social objectives that are authoritatively determined in one manner or the other." He thinks that development administration deals with achievement of social goals as determined by government on behalf of its population.

Merie Fairsoul regarded the development administration as, "a carrier of innovating functions assumed by developing countries embarking on path of modernization and industrialization. Development involves the establishment of machinery for planning economic growth and mobilizing and allocating resources to expand national income."

F.W. Riggs says that "the study of third world administration interpreted largely as development administration, become the central concern for and synonymous with comparative administration. It is combined process of both administration of development and development of administration." He further says that the administration of development is the implementation of development policies and plans and the development of administration is the improvement of administrative capabilities.

In the opinion of **Montgomery**, Development Administration connotes, "carrying planned change in economy or capital infrastructure and to lesser extent in the social services especially health and education."

Donald Stone has explained the concept of development in the terms of "plans, policies, programmes and projects towards the achievement of development goods."

Thus development administration is concerned primarily with the tasks and process of formulating and implementing four Ps (Plans, Polices, Programmes and Projects) in respect to whatever mixture of goals and objectives may be politically determined. The development administration has the two aspects i.e. administration of development and development of administration; which are intertwined in most definitions of the term. Administration can not

normally be improved very much without changes in the environmental constraints that hamper its effectiveness and environment itself can not be changed unless the administration of development programmes is strengthened.

Aims and Objectives:

Following are the main aims and objectives of the development administration:

1. Application of innovative strategies for development.
2. Emphasis on development at grass-root level.
3. Development has to be need-oriented and self-reliant process.
4. Stress on social development and human capital as a major resources.
5. Development has to be viewed not merely as a technological problem but also as an ideological norm.
6. Profound and rapid change in order to establish a distinct and just social order.
7. Recognizing and high-lightening the unity, rather than dichotomy between politics and administration.
8. Effective and efficient use of resources.
9. Creation of a politics-administrative environment, which is oriented towards securing basic needs of the population.
10. Freedom of administrative machinery to express its values and beliefs without fear or favour on programmes and projects.

Features of Development Administration:

Following are the features of the development administration:

1. Change Orientated:

The first and foremost element of development administration is its change-orientation. Change forms part of philosophic values of development administration. Development administration involves itself in establishing a new social order, in which growth and distributive justice coexist. The central theme of development administration is socio-economic and political change. Development

administration is not status-quo oriented. No development can take place unless and until it introduces certain positive change in a system. Changes such as structural re-organization of administration, innovative programmes to increase production, remove unemployment, poverty etc. new schemes to improve employer-employee relations must form a part, of development administration.

2. Goal-orientated:

Developing countries are facing the problems of poverty, injustice, unequal distribution of wealth, slow agricultural growth, and under developed technology. These colossal issues need to be tackled systematically by fixation of priorities and goals. The development administration is the means through which the goals of development viz, social modernization, industrialization and economic growth can be achieved. Thus it is result or goal oriented. It expects specific goals and expresses in most areas the clear-cut norms of performance. Consequently it would be judged on the goals achieved.

3. Innovative Administration:

Development administration is an innovative and focuses on replacing / improving existing governing structure and norms with the ones that suit the changing political and social environment. In other words, the development administration is dynamic and progressive in thought and action. It is interested in identifying and applying new structures, methods, procedures, techniques, policies planning, projects and programmes so that the objectives and goals of development are achieved with minimum possible resources and procedures which can be termed as hallmarks of development administration.

In Pakistan various development programmes have been introduced for examples, Integrated Rural Development Programmes (IRDP), Training for Self employment (TSE) Women Development Programme (WDP) and Tribal Development Programme (TDP). These programmes aim at removal of unemployment, creation of job opportunities, reduction of poverty and bringing change.

4. People Oriented Administration:

The development administration is client oriented and ready to meet the need of the people. The administration is providing land to the small farmers and

landless agricultural labourers. The socio-cultural and politico-economic progress of these sections forms the essential basis of performance appraisal of development administrators. It has been suggested that development administration is the client-oriented; which gives priority to the needs of its beneficiaries by preparing, reviewing and if necessary, changing the programmes, policies and activities aimed at the satisfaction of the needs of the people in question. The administration is involved in the betterment of a lot of deprived and the weak. Their uplift is the part of the administrative values. Development administration is highly motivated and committed to a progressive philosophy to root out the vested interests in the society. This is possible if the people of initiative and extra dedication are inducted into development administration, training of personnel can be effective method of creating such a team. Development administrators should not just formulate plans for the people, but even monitor them in such a way that the beneficiaries are actually benefited.

5. Participation Oriented:

Development administration accepts the principle of participative system of citizens. In the administration, people are not treated as mere passive recipients of goods and services, but they are taken as active participants in formulation and execution of development plans, policies and programmes. It is recognized fact that centralized administration will not only be unable to solve the problem but also deprive the people of their fundamental rights and resources. Hence the effective formulation of programmes and their implementation with the help of local people is well recognized principle of administration. It involves giving people an increasing role in governance and management of development programmes of the government. That is why the involvement of local governments in planning and administration is the example of participation of the citizens in governance in Pakistan. The mechanism will bring change in the outlook of civil servants."

6. Effective Coordination:

Another feature of development administration is effective coordination. Since development implies increasing specialization and professionalism, the number of organizations' involvement in development tasks has considerably gone up. In order to have maximum benefit of this emergent administrative

system, co-ordination between various administrative units and activities is essential. To achieve maximum results, wastage of resources, time and cost has to be avoided.

Development administration has to coordinate the activities of development agencies and organizations to integrate their efforts and energies for the realization of development goals. This would even save the administration from problems, of duplication of functions, neglect of important functions and unnecessary focus on irrelevant or marginally relevant activities. It would thus minimize administrative lag.

7. Ecological Perspective:

Development administration shapes the environment-political, social and economic and also gets affected by it in turn. It is not closed system. It receives a feedback from the social system and responds to the demands put on it by the system. In a way developments administration is related to the environment and involves close interaction between administration and environment. The environment sets forth the operative parameters of development administration. It requires the qualities of flexibility and responsiveness in administrative actions and methods. The changes in administration affect its environment and changes in environment also have its bearing on administration.

Differences between Development Administration and Development Management:

Administration and Management are used interchangeably but they differ in practice. Administration performs the DOSBCORB activities i.e. planning, organizing, staffing directing, coordinating, reporting and budgeting. These are also the common problems of the management, which are found in all organizations regardless the nature of work. Thus the administration and management have resemblance with slight differences. For example administration makes sure that policies made by it are followed strictly, while the management makes it sure that who will do it and how it would be done?

Administrators are at the top of the organization, who makes plans and formulates policies, while manager operates at lower level, who implements plans, enforces policies and carries out jobs distribution.

Practically, there is slight difference between administration and management; which are

(i) Administration is concerned about the determination of objectives and formulation of major policies; while management puts in to action the plans and policies, as laid down by administration.

(ii) Administration makes decisions; while management enforces those decision; which are based on the policies set by administration.

(iii) Administration can make decision on the set policies and small scale operations are not conducted by it. These are conducted by the management and management reports to administration.

(iv) Administration refers to the determination of major aims and policies; while the management is only concerned with carrying out those policies and objectives.

Development Administration & Development Management:

First of all we should define the Development Administration and Development Management separately.

Development Administration:

Development administration refers to the administration of development programmes to the methods used by large scale organization, notably government to implement policies and plans designed to meet development objectives to the improvement of development capacities.

Luke defines the development administration that the present trends running through the evolution of the subject include a concern with the creation, maintenance and strengthening of organizational and administrative capacity as an instrumentality of development process to facilitate efficiency, responsiveness, accountability and equality.

Sohaffer also defines development administration as; "development programmes policies and projects in those conditions in which there are usually wide and new demands and in which there are peculiarly low capacities and serve obstacles to meeting them."

Another modern writer **Swerdlow** determines the status of development administration and says, "that development administration must be limited to the administration of those countries that are seeking development and are starting at low levels of economic productively."

Moving beyond definitions to what development administration involved as a body of theory and practice, **Tumer** and **Hulme** have summarized their version of its basic tenets, which are:

(i) was based on notion of big government as beneficent instrument of an expanding economy; and an increasing just society; development administration was synonymous with bureaucracy;

(ii) had an elitist bias, an enlightened minority; such as politicians and planners would be committed to transforming their societies into replicas of modern nation state;

(iii) would tackle head on the lack of administrative capacity for implementing plans and programmes through the transfer of administrative techniques to improve the central machinery of national government;

(iv) used foreign aid as the mechanism by which the missing tools of public administration would be transferred from the west to developing countries;

(v) as an recognized culture as an impediment to the smooth functioning of western tools and dominant weberian bureaucracy; development management had to overcome such cultural obstacles, which were seen as the sources of bureaucratic dysfunctions.

Development Management:

Development management is the continuity of development administration. It is the process by which managers learn and improve their management skills.

Development Management is a part of planning system, which covers planning and related applications. It is the process of controlling new development by granting or refusing planning permission. Planning decision are made in accordance with the policies of the development plan. unless these sound planning reasons for not doing so. Most new development requires the permission of planning authority before any work can start.

Development management is the management in the context of development as a long-term historical process and as the management of deliberate efforts at progress by means of intervention in the social change process on the part of a variety of agencies. Thus the development management should be thought of in terms of process and is distinctive in aiming at social goals external to any particular organization in the context of value-based conflicts. It is a list of conceptual and skill areas which this view implies are important to development management as a new academic and professional field.

Development management is about actively fomenting institutional and organizational changes that increase human freedom and wealth, hence the level of development. It is opposite to laissez-faire approach, which waits for change to happen autonomously, with no attempt at coordination or catalysis. It is instead, the coordination or catalysis. It is, instead, the deliberate, conscious and informed attempt to move institutions and organizations toward higher level of efficiency and effectiveness in a way, which is faster than their autonomous rate of progressive change and to the extent that this is possible more coordinated.

Brinkerhoff and **Coston** have identified Developemnt and management as an applied discipline and locate it within a parent filed of public administration and suggest that it has changed alongside changes in broader development strategies, particularly in its emphasis on the state as vehical of development. Thus:

> "The trend has been away from a technocratic, universalist, public sector administrative model toward a context-specific, politically infused, multi-sectoral, multi-organizational model. From its initial focus on institution building for central level bureaucracies and capacity building for economic and project planning, development management has gradually expanded to encompass bureaucratic reorientation and restructuring, the integration of politics and culture into management improvement, participatory and performance based service delivery and programme management, community and NGO capacity building and policy reform and implementation."

Brinkeroff and **Coston** go on to suggest that development management's analytic and practical contents reflect four related facets. These facets are summarized as under:

1. **Development Management as a Means to Foreign Assistance Agendas"**

It is most often sponsored by international aid agencies all of which have their own agendas; typically development professionals enter the scene upon the request from a donor agency for a predetermined task. Development management is a means to enhancing the effectiveness to projects and programmes determined and designed by donor agencies.

2. **Development Management as a tool kit:**

It promotes the application of a range of management and analytical tools adapted from a variety of disciplines, including strategic management, public policy, public administration, psychology, anthropology and political science. These tools merge policy and programme analytics with action.

3. **Development Management as Values:**

The development promoting activities constitute interventions in status quo, any intervention advances some set of interest and objectives at the expense of others. This is expressed in two ways i.e. **first** development management acknowledges management is infused with politics; **second**, it takes a normative stance on empowerment and supporting groups, particularly the poor and marginalized to take an active role in determining and fulfilling their own needs.

4. **Development Management as Process Operates at there Levels:**

First in term of individual actors involved it builds on process consultation and development-starting with the clients priorities needs and values it serves as a handmaiden to (i) empowering individual actors to assert and maintain control (ii) building their capacity to sustain the process into future, **second** at organizational level, whether, individual agency or multiple organizations, as a process it is concerned with the interplay between policy, programme and project plans and objectives. and the organizational structures and structures through which plans are implemented. third at the sector level – public civil society and private – as a process it addresses broader governance issues,

such as the participation, accountability, transparency, responsiveness and the role of the state. This brings in empowerment in its societal and political dimension.

To summarize development management it contains three types of material:

1. Development studies and conventional management theory in a development context.
2. New areas arising from viewing development management as the management of intervention aimed at progress in context conflicts over goals and values.
3. Radical participative management methods aimed at enabling and empowering arising from cases where development management may be viewed as the management of intervention on behalf of the relatively powerless.

Differences:

Following are the clear differences between development administration and development management.

1. According to **Brinkerhoff** and **Coston**, the development management incorporates more of conventional management at the face value as being about getting the job done by the best possible means than the development administration.
2. The development management is the more participatory than the development administration as the development has adopted the participatory approaches, like process consultation and organization development.
3. The development management is extended beyond the public sectors into private sector and civil society, which is usually euphemism for NGOs while development administration remains restricted to public sectors only.
4. The development administration and development management both recognize that what development means and how it should be carried out and contested. But the development for social change; while development administration is aimed at development change in public sector.

5. The development administration is means management of development; which makes deliberate efforts at progress; while development management is meant management for development, where development is seen as an orientation towards progressive social change.

Changing Role of Public Administration in Development:

Public administration is playing a vital role in the development. It is providing services to citizens and the public. It is securing the public interest and is strengthening the economy. It is providing conditions for the prosperity of the society. It is strengthening democracy by consolidating the democratic values. It is protecting the human rights and freedom for individuals and reforming the social conditions of the state and society. At the end it is introducing reforms in administration for progress and development. By the time it changes its role.

When one speaks for public administrations development programme, one means its forward looking plans for improving the social and economic well-beings of the country and its people, particularly its plans for the next few years. Development programmes differ from country to country. Commonly they are multi sectoral and required a wide array of institutions i.e. public or private. For the implementation there is need of investment and infrastructure as well as the solution of issues of capacity-building and human resources development. There is need of consistency and integration between various development initiatives and programmes. There is need of indicating the quantum and sources of funds to be used for programme and the manner in which such funds are to be allocated for use. All these are changing demands of the society and the public administration has to meet them. Therefore it has to play the changing role.

Sometimes a country's development programme is confused with its aid programme. Aid, more properly referred to as "official development assistance", is a means of financing the development programme. The donor country demand the dominating role in a particular programme to use its aid for its own benefit. It is the duty of the Public administration to extract the more national interest and benefit from the development programme.

Clearly, the ideal is a host-country's public administration with adequate capacity in all aspect of managing development; macro-economic planning, fiscal management programme design, project execution, budgeting financial control,

review and evaluation. accountability, reporting and in the substantive areas, specific technical know-how. However, in practice, countries vary greatly in their steering and implementation capacities. Thus, there is need of a capable public administration and its changing role in the implementation of development programmes.

The extent of public administration capacity influences several aspects of managing development; the relative role of donor and recipient countries; strategic designed to improve the host country capacity; and the possibilities for successful development programmes.

Public administration examines the environment in which the managing development takes place. It does so with regard to the need of partnership, **secondly** to capacity building and, **thirdly** to aid coordination, management and accountability. The public administration **finally** reviews current trends and attempts to anticipate the future developments.

Sometime partnership implies the idea of sharing in economic and social relationship. Partnership is a joint venture, in which each participant has a different role and degree of participation depending on the partnership agreement. There is a phase that "an unequal partnership" is somewhat pejorative, reflecting adversely both on the weaker party and on the partnership itself. On the other hand, "an effective partnership" implies a pooling of strengths to attain a common goal. This common goal can be achieved through the positive role of public administrator by maintaining balance between the both partners.

More can be achieved by cooperation than by individuals acting in isolation. The same principle is applied in managing development, could lead to better use of resources and grater well-being for the people of recipient countries. In managing development, two major partners are the donor and host country while there are some other partners like consultants. contractor's enterprises community groups, non-government organizations and so on. The central challenge of managing development is to join these numerous parties into an effective partnership. However this is the job of effective public administration and dynamic administrator.

In the case of partnership two parties i.e. the donor and recipient countries are very important both can accuse each other in case the project is failed. There

is accusation and counter accusation and to exaggerate the importance of such accusations is wrong. There is a growing feeling that the effectiveness of aid could be improved, if a more meaningful partnership could be created between the two key parties. The concept of sustainability implies that the desired benefits from any intervention should extend over a period of years beyond the period of investment. However the well documented and well organized aid funded projects can produce sustainable benefits. Such type of projects can be early handed by a well-trained public administrator and well organized administration.

Managing development is a process and sustainability is the goal. Could a reformed process make it easier to reach the goal? With the traditional project format, a design phase driven by experts is followed by an implementation phase also driven by administrators, is expected a sustainable benefits. The type of forces may led to relatively little actual capacity building. Yet the public administrators can increase the capacity building as well as efficiency of the project.

Issues and Challenges in Public Administration:

In a dynamic and turbulent environment when social economic and political problems mount and the demands of society increase than the capacity of available resources to provide for government especially the administrative organization for carrying out policies and implement projects and programmes is called upon to adopt appropriate mechanisms to cope with the concerns. The bureaucracy is faced with crucial issues and challenges. Should public administration be ethnocentric or universal, should public administration be gained primarily by theories and principles, for what over these are worth, or should it adapt itself to environmental resources and consequently seek new approaches for responding to the challenges of the environment.

Principles of administration are universal but their applicability and relevance may yet be conditioned by the physical and social environment. Technology aims at making life more convenient and improving the quality of life and introducing new methods and approaches to service delivery. The management of economy, for example may requires new perspectives especially with advent of debt problems, borrowing and repayment schemes. A development

oriented public administration has to consider as major concerns, productivity, efficiency, effectiveness, accountability, budgetary deficits, unstable economy among others. It must address the problems of poverty, ecology, social justice, inequality and disproportionate distribution of wealth and goods of society.

Public administration is also facing the problems of goods and services and people's demands and expectations. There are several problems of energy crisis, depletion of forest resources, unregulated of population growth, moral, mental and environmental pollution, cleaning and greening and peace and order situation.

Public administration in developing countries is characterized by the following issues.

(i) It has an imitative rather than a indigenous pattern characterized by some version of modern western bureaucratic administration.

(ii) It is deficient in skilled manpower necessary for development programmes; there is shortage of trained administrators with management capacity, development skills and technical competence.

(iii) There is emphasis on orientation other than production directed and programme oriented goals. It uses the public service as substitute for a social security programme and a means to help solve the employment problem.

(iv) There is wide discrepancy between format and reality as demonstrated by the urge to make things seem more than what they actually are, resulting in a gap between expectations and realities.

(v) It has a generous measure of operational autonomy as several groups coverage in bureaucracy. There are technical experts professional experts or technocrat and military personnel, each desirous to formulate and implement policy decisions on their own respective turfs.

Today public administration is facing two basic issues i.e. policy issue and organizational issue. The policy issues involve the core role of public administrations; while the organization issues involve the instrumental aspects of management.

1. Policy Issues:

In the range of policy issues. the administrators have to deal with the following matters.

(i) Welfare policy include the regulation and control of urban sprawl. slum clearance. public housing. control of crimes. transport. education. revenue collection. social insurance. health policy and public assistance.

(ii) Economic issues include the tax source. credit control. stock market operation and regulation. antitrust enforcement. encouragement of small business. debt burden and loan repayment.

(iii) Labour policy include regulation of industrial disputes. worker right to organize and stage strike; government encouragement to the formulation of labour movements and the impact of labour group pressure upon policy and administration.

(vi) Resource policy have to do with such concerns like shrinking farm population. price control of agricultural products. form of agricultural assistance and subsides cooperative movements. land use planning. natural resources. conservation. energy supply. providing balance population and resources.

2. Organization Issues:

Planning of policies and programme include the use of plans. the consciousness of those responsible making decisions. may be modified and necessary changes identified and implemented.

(i) Centralization argues.

(ii) Lateral and Horizontal allocation of responsibilities and programmes.

(iii) Lack of coordination.

(iv) Decision making and programme Management. policies. developing strategies. assigning roles. elicit participation and cooperation.

(v) Confronting public management is how to deal with negative bureaucratic behaviour. abuse of discretion and over indulgence red tape. grant and corruption.

3. Other Significant Issues:

(i) Proactive management must look into the future.

(ii) One prognosis is that in the years to come, there will be more professionals in the work force. This could mean added expertise inputs to government service.

(iii) Influence upon political and administrative decision making is significantly powerful.

(iv) More public interest groups will pursue collective and community oriented goals, demanding environmental conservation, clean air, eradication of poverty, equitable allocation of goods and services and this groups completed by citizen awareness of the responsibilities of government and will be more critical of government's policies.

(v) The environment of society is the fast changing the challenges are continuous and there are no permanent solutions.

Pakistan's Situation:

Pakistan is a developing country and Pakistan's public administration is facing all those issues and challenges; which a developing country is facing. Pakistan has inherited the legacy of public administration from the British India. Pakistan has not developed indigenous system of its own but it has taken it from the British on to some extent from American system of public administrators. Thus the Pakistani public administration is not service-oriented and its administration is the members of elitist service.

Pakistan's public administration is lacking the skilled administrators or manpower, which is necessary for the development programme. Pakistan's civil service has the shortage of trained personnel with the management capacity and development skills and competence.

Pakistan is facing the acute problems of unemployment and Pakistan's bureaucracy is unable to solve this problem. Pakistan's administrators are the elitist administrator and they do not know how to plan to overcome the menace of unemployment.

There is gap of theory and practice in public administration of Pakistan.

The masses of Pakistan have greatest expectations from Pakistan bureaucracy; while in reality it is unable to meet the expectations of the people at large. Moreover the resources of Pakistan can not afford the burden of the people's aspiration and expectations.

Pakistan's bureaucracy is suffering from many ills like nepotism, favouritism and self-aggrandizement. Bureaucrats are not recruited and promoted on the basis of merit. Therefore, in practice, they are unable to root out the ills from themselves and to solve the problems of the people.

During the last seven decades, Pakistan's bureaucracy has undergone a gradual process of institutional decay. Perhaps the single most important factor in the process has been sharp decline in the intellectual caliber of civil servants. Thus it remained unable to solve the problems of poverty, illiteracy and backwardness.

The civil service of Pakistan today is facing with formidable problems of poverty, social polarization, breakdown of law and order and erosion of infrastructure. A civil servant is expected to tackle these problems in an environment, where often conflicting demands from a still emerging political system is impacting upon an administrative institutions, whose internal stability and cohesion has already been undermined by the intervention of successive regimes.

Core Values of Public Administration:

1. Rule of Law:

Rule of law is the legal principle that law should govern a nation as opposed to being governed by arbitrary decisions of individual government officials. It primarily refers to the influence and authority of law within society particularly as a constraint upon behaviour of government officials.

Rule of law means the rule according to law; rule under the law or rule according to higher law.

In the **first context** no individual can be ordered by the government to pay civil damages or suffer criminal punishment except in strict accordance with well established and clearly defined laws and procedures. In the **second context** the term means rule under the law. No branch of government is above the law and no

public official may act arbitrarily or unilaterally outside the law. In the **third context** the term means rule according to a higher law. No written law is enforced by the government unless it conforms to certain unwritten, universal principles of fairness, morality and justice that transcend human legal system.

The rule of law is also explained in classical time i.e. the Greek period. According to **Aristotle**: "Law should be final sovereign, and personal rule, whether it be exercise by a single person or a body of persons should be sovereign in only those matters' which law is unable, owing to the difficulty of framing general rules for all contingencies."

In the ancient Rome, the corpus Juris civilis established a complex body of procedural and substantive rules reflecting a strong commitment to the belief that law not the arbitrary will of an emperor is the appropriate vehicle for dispute resolution. In 1215 Magna Charta reined in the corrupt and whimsical rule of King Johan by declaring that government should not proceed except in accordance with law of the land.

During the thirteenth century **Thomas Aquinas** argued that rule of law represents "the natural order of God as ascertained through divine inspiration and human reason".

In the seventeenth century the English jurist **Sir Edward Coke** asserted that the "King ought to be under no man, but under God and law". With regard the legislative power he said, "when an act of parliament is against common right and reason or repugnant or impossible to be performed the common law will control it and adjudge such act to be void."

In nineteenth Century English philosopher **Jeremy Benthan** described the rule of law as "Nonsense on stilts." The twelfth century saw its share of political leaders who oppressed persons or groups without warning or reasons, governing as if no such thing as the rule of law existed.

According to United Nations the rule of law refers to "a principle of governance in which all persons, institutions and entities public or private including the state itself, are accountable to law's that publicly promulgated, equally enforced and independently adjudicated, and which one consistent with international human rights norms and standards. It requires as well measure to ensure adherence to the principle of supremacy of law, equality before the law,

accountability to the law, fairness in application of law, separation of power, participation in decision making, legal certainty, avoidance of arbitrariness and procedural and legal transparency."

Thus the rule of law is the principle that all people and institutions are subject to and accountable to law that is fairly applied and enforced; the principle of government by law.

Rule of law is a system in which the following four universal principles are upheld.

1. The government and its officials and agents and well as individuals and private entities are accountable under the law.
2. The laws are clear, publicized, stable and just are applied evenly; and protect fundamental rights including the security of persons and property.
3. The process by which laws are enacted, administered and enforced, is accessible, fair and efficient.
4. Justice is delivered timely by competent, ethical and independent representatives and neutrals are of sufficient number, have adequate resources and reflect the makeup of the communities they serve.

These four universal principles further developed the nine factors of rule of law which are (i) constraint on government (ii) absence of corruption (iii) open government (iv) the fundamental rights (v) order and security (vi) regulatory enforcement (vii) civil justice (viii) criminal justice, and (ix) informal justice including traditional, tribal and religious justice.

2. Efficiency:

Efficiency is the ability to something or produces something without wasting materials, time or energy or it is quality or degree of being efficient.

Efficiency is a measurable concept that can be determined by determining the ratio of useful output to total input. It minimizes the waste of resources such as physical materials, energy and time, while successfully achieving the desired output.

Efficiency and its achievement is one of the imperatives of public administration. Public organizations are responsible to provide necessary public

goods and services to all citizens. In the present era, when the resources have become scarce and there is need of efficiency.

Public administration is traditionally grounded in the achievement of efficiency in the pursuance of goals related to provision of public goods and services. Hence the efficiency finds as permanent place in public administration and the work of government.

Many theorists of public administration have defined efficiency in the context of public administration. Hence there exist too distinct schools of thought about efficiency in public administration domain. **First** view is based on the Weberian model and argues public organizations are structured as bureaucracies, which provides national and efficient organizations structures. Hence several scholars have associated bureaucracy with efficient organizations.

The **second** school of thought sees that public organizations are lacking the efficiency. **Metcalfe** argued that public organizations have dual goals of being efficient as well as being accountable. Therefore, efficiency in public administration is more than technical relationship between resources and outputs.

Some of the writers have put great emphasis on efficiency, which are:

George Frederickshon has stated that "equitable, efficient and economical." Are three pillars of public administration? He views 'equitable' as composed of qualities such as "fairness, justice and equality" whereas "efficient" to do the best or the most preferred and "economical" is to achieve it by least spending.

Wildovsky argues that "efficiency is goal attainment with least possible effort". **Rutgers and Vander Meer** traced the origins of efficiency back to Aristotle work, from which the followers derive the notion of efficiency. After Aristotle the tern found some limited use. Where as **Jeremy Bentham** used the term efficiency in the context of "crating wealth". **J.S. Mill** raised caution against an efficient bureaucracy as a danger to democratic values. **Henry Taylor** stressed on the need of efficient officials to conduct the work of the government.

Thus many writers have used the term in public administration in theory and practice.

Impacts of Efficiency:

Efficiency has made many impacts on public, particularly with the following aspects.

1. **Inputs**: In the public sector, the resources are much harder to qualify than in private sector, because most of the times the public service overlap and resources from several sources are used. But in general the inputs are given by the expenses incurred for the service in matters. So efficiency decreases the inputs in the system.

2. **Outputs**: They are more difficult to quantify in the public sector than the inputs, because they have both economic and social dimension. In the private sector the outputs have a market value, they are easily evaluated; while in the public sector this process is cumbersome, and involves much more forecasting. To evaluate the outputs from the non-market sector, which is public sector, we must first define some indicators that will be evaluated, and through which a level of efficiency will be determined. The mechanism is complicated and kind of vague in some areas. Thus the efficiency increases the output of the system.

3. **Equity & Fairness:**

Equity:

Equity is a body of rules or customs based on general principles of fair play rather than on common law or statutory law. Equity derives from a concept of social justice. It represents a belief that there are some things which people should have, there are basic needs that should be fulfilled, that burdens and reward should not be spread too divergently across the community, and that policy should be directed with impartially fairness and justice towards these ends.

In the narrowest terms it means that there should be a minimum level of income and environmental quality below which no body falls. Within a community it usually also means that everyone should have equal access to community resources and opportunities and that no individuals or groups of people should be asked to carry a greater environmental burden than the rest of the community as a result of government action. It is generally agreed that equity

implies a need for fairness in the distribution of gains and losses, and the entitlement of every one to an acceptable quality and standard of living.

The concept of equity is well entrenched in international law. The universal declaration of Human Rights states that the recognition of the inherent dignity and of the equal and inalienable rights of all members of human family is the foundation of freedom, justice and place in the world.

Equity as a concept is fundamental to sustainable development; which is based on intergenerational equality. development that meets the needs of the present without compromising the ability of future generation to meet their own needs. Equity can also be applied across communities and nations, and across generations.

Brundtland Report not only insists on international equity but also equity within existing generations. It argues that:

> "Poverty is not an evil in itself, but sustainable development requires meeting the basic needs of all and extending to all the opportunity to fulfill their aspirations for a better life ... Meeting essential needs requires not only a new era of economic growth for nations in which the majority are poor, but an assurance that those poor get their fair share of the resources required to sustain their growth".

Fairness: Fairness is the quality of making judgment that free from discrimination. Judges, umpires and teachers should all strive to practice fairness.

Fairness comes from the old English "fager" meaning "pleasing attractive". This makes sense given that the word is also used to describe physical beauty. Fairness can refer to some one's good looks, or if someone is very pale and blond, you might notice the fairness for her complexion. When someone shows fairness is making a decision he is pleasing all parties involved and offering solution that is attractive to everyone.

Equity and fairness in public administration means that "the fair, just and equitable management of all institutions serving the public directly or by contact; the fair, just and equitable distribution of public service and implementation of public policy and the commitment to promote fairness justice, and equity in the formation of public policy."

In 1968, **H. George Frederickson** came up with the theory of equality and put it forward as third pillar of public administration. He was concerned with those in public administration were making to mistake of assuming that citizen A is the same as citizen B, ignoring social and economic conditions. His goal is for social equity to take on the same "status as economy and efficiency as values or principles to which public administration adhere".

Within the realm of public administration, racial equality is an important factor. It deals with the idea of "biological equality" of all human races and "social equality for people of different races."

Biological equality is similar to gender equality: it is equality of all sexes no matter what race and support. The United Nation's Universal Declaration of Human Rights. There is racial discrimination in few counties of the world: which will disappear soon, as the world is not supporting it.

H. George Frederickson and other scholars of New Public Administration: who gathered in Minno brook, New York to discuss the new dimensions of public administration have said that public administration can promote equity and fairness in the following ways.

(i) Public administration need to discard the complete political neutrality. It is an unattainable goal and may keep organization from being fair. Public administration can argue for best practices that ensure the protection of groups that have suffered or are suffering from discriminatory practices, especially when it comes to hiring and firing procedures.

(ii) Public administration needs to be more representative of communities, it serves. This includes both active and passive representative bureaucracy, where public organizations mirror the demographic makeup of their communities and also serve their policy wishes.

(iii) When public administration needs to institute democratic decision making procedures. From budgeting to planning, there needs to be public involvement especially at the local government level.

4. Responsiveness:

It is state of the quick to respond or react appropriately of the ability of machine or system to adjust quickly to suddenly altered external condition, as of speed, load and resume stable operation without undue delay.

Responsiveness in public administration means the responsibility of bureaucrats to discharge quickly; while responsiveness tends to connote in appropriate political bias. Yet too much reliance on bureaucrat's sense of responsibility threatens democratic accountability and puts too much faith in bureaucratic expertise.

The practicing responsiveness by developing the ability to listen skillfully reduces the tension between administrative effectiveness and democratic accountability. The experience of listening involves openness. respect for difference and reflexivity. Developing the capacity to listen well promotes accountability by helping administrators to hear the neglect voices and engage in reciprocal communication with the public: it promotes effectiveness by deepening our understanding of complex situation and facilitating imaginative approaches.

In public administration "responsiveness" is a problematic concept. Democracy would seem to require administrators who are responsive to the popular will at least through legislature and elected chief executives if not directly to the people. Yet administrators treat the responsiveness as necessary evil that appears to compromise professional effectiveness and at the worst in indication of political expediency, if not out right corruption.

Rourke's recent assessment is illustrative: "The growing demand of responsiveness in government policy making puts the survival of a professional out look characterized by independence of judgment and indifference to political pressure increasingly at risk in the corridors of American bureaucracy."

The most common strategy for dealing with idea of responsiveness is to treat it as an aspect of responsibility. This approach was evident as early as **Wooderow Wilson's** "The study of administration" which advocated ready docility" on the part of administration to "all serious well-sustained public criticism" but argued that. in order to be expert and efficient rather than partisan. the administrator should have a "will of his own in the choice of means and accomplishing his work. He is not an ought not to be a mere passive instrument."

Although literal responsiveness was problematic. bureaucratic could be considered responsive because in choosing business like, political methods they were fulfilling heir responsibility to the public. **Wilson's** scheme backed up the individual's sense of responsibility with a structural mechanism; a chain of command with a constitutional officer at the top. In his view. Americans could

rest easy about the power of administrative expertise because "clear-cut-responsibility" would make it "early watched and brought to book."

Over the years emphasis has increased on trust in the administrator's personal sense of responsibility, which **Friedrich** called "the actual psychic conditions, which might predispose any agent toward responsible conduct."

Friedrich also maintained that bureaucratic responsibility consisted to technical knowledge and responsiveness to popular opinion: the former would be become operational as bureaucrats anticipated political responses to their actions and crafted strategic accordingly.

Thus, reliance on administrator's sense of responsibility has been faulted because:

(i) It tends to put too much emphasis on bureaucratic discretion, leaving judgment about the public interest to the ultimately uncontrollable and unpredictable administrative conscience.

(ii) It trusts too much in professional skills and would views. which by themselves can not be counted on to generate workable approaches in an increasingly complex world.

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About the Book

Dr. Sultan Khan is presently working as Associate Professor, Government F.C. College, Lahore. He is holding Master's in Political Science and History from the University of Punjab. While teaching in the Political Science Department he worked for his Doctorate's degree in field of Public Administration. He did obtained the above distinction from the University of Punjab in the year 1990. He has more than 25 years teaching and research experience to his credit.

2. Dr. Khan has been a teacher of eminence for more than quarter of a century. He is a reputed scholar in the field. Over the years he had developed a special interest in the area of Public Administration in general and with special reference to Pakistan.

3. In the recent years the subject of Public Administration has been gaining importance in Pakistan. But there has been great paucity of a good book which could comprehensive cover the syllabus for the candidates appearing in the Competitive Examinations. I had gone through his book entitled "Public Administration" with special reference to Pakistan. It is a marvelous edition to the literature on the subject. Mr. Khan must be complimented on this effort. Students and scholars in this field will find the publication of great value and tremendous morale boosting.

4. I am hopeful that Mr. Sultan will continue his scholarly pursuits in this subject. I would like, to say it is a very useful publication. Personally, I find it a text book and reference material to be available in all professional libraries and with scholars of Public Administration.

5. I wish Mr. Khan to continue with his present interest in this important discipline. It is a great achievement on his part. Lucky one are those who are going to be beneficiary of this professional work. I take this opportunity to also compliment this publisher who cared to printed such a book on this topic.

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